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ABSTRACT

The Refugee English Language Training (ELT) Task Force, convened by the California State Department of Social Services, collected and reviewed records of refugee ELT programs statewide, conducted site visits and public input meetings, and reviewed literature concerning adult basic education and refugee literacy education. The study and results are presented here. It is concluded that refugee ELT programs must be flexible and responsive to needs of varied populations, within the context of the greater community. Initial ELT programs are most useful when time-limited and directed toward early employment at the highest realistic level for each individual. Training should focus on family health, safety, education, and employment. Both oral and literacy skills are needed, but training should also emphasize individual responsibility for language learning. Eleven recommendations are made concerning creation of a state-level refugee education liaison/consultant, ELT teacher certification, holistic provision of refugee services, provision of native language instruction assistants in ELT programs, fixed-length courses, curriculum planning/design, coordination of ELT programs with training opportunities and resource banks, coordination with industry and vocational training programs, student program evaluation, student assessment, and followup to the evaluation reported here. (MSE) (Adjunct ERIC Clearinghouse on Literacy Education)

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CALIFORNIA REFUGEE ENGLISH LANGUAGE TRAINING TASK FORCE

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FINAL EVALUATION REPORT

JULY 1995

PRESENTED TO
THE STATE DEPARTMENT OF SOCIAL SERVICES
REFUGEE PROGRAMS BUREAU

PREPARED BY
THE REFUGEE ENGLISH LANGUAGE TRAINING TASK
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EXECUTIVE SUMMARY

The Refugee English Language Training (ELT) Task Force was convened by the California Department of Social Services (CDSS), Refugee Programs Bureau (RPB) in May 1994. Chaired by Brigitte Marshall-Mingkwon, the task force was originally comprised of eight individuals and was later reduced to six due to illness and relocation. Dr Phyllis Kuehn has acted as Evaluation Advisor throughout task force activities. In the twelve months since the task force was established, members have met fourteen times, either to conduct program site visits, conduct public input sessions or hold working sessions to process and evaluate information gathered during site visits and input sessions. A diagram of task force procedures is included as part of this summary.

During the past year, the task force has collected and reviewed program records and documents from around the state. Program administrators, members of community based organizations, program participants, language teachers and state personnel have been interviewed. Site visits have been conducted in six different counties to eighteen different programs. Curriculum in use at each program visited by the task force has been collected, reviewed and described. Public input sessions have been conducted at eight different locations where all stakeholders were given the opportunity to give input on issues related to English Language Training for refugees. An examination of the literature and knowledge base of adult education and specifically refugee education literacy programs has been conducted.

FINDINGS:

As a result of its evaluation activities, the task force has the following findings:

- * Communicative teaching approaches and English only classroom policies can be perceived by some adult refugees as culturally insensitive.
- * The imposition of an early employment approach on recently-arrived adult refugees who face multiple barriers to employment may inadvertently damage their prospects of achieving long-term self sufficiency.
- * There is great variability in the qualifications that teachers of adult refugee students are required to have. Acquisition of certain credentials may not have involved teachers in training in English Language Teaching methodologies or language acquisition theory.

* Mandatory attendance of ELT programs is negatively related to the motivation level of adult refugee students.

* The cultural background, experience of flight from the country of origin and refugee camp experiences affect the abilities of adult refugees to develop the self-directed and individualistic approach required for successful and swift acculturation to United States society.

* Appropriate diagnosis of and response to depression, other mental health problems and learning disabilities can be complicated by the cross cultural context of adult refugee students in ELT classrooms.

* Pre-literate adult students can be predicted to require longer periods of time in ELT classes as compared to literate adult students.

* Program design features such as open-entry/open-exit format and multi-level classrooms limit a teacher's ability to offer effective ELT instruction.

* There is great variability in the design, content, structure and quality of curricula in use in ELT programs for adult refugees. Though general standards and guidelines do exist, they are not consistently applied to refugee ELT programs.

* The best curriculum is developed with staff and resources specifically assigned to the development project. The most effective curriculum involves students in a series of coherent activities that have specified objectives and which will result in the accomplishment of a pre-determined overall goal.

* There is often a gulf between the instructional practices of ELT teachers and the expectations of their students. A lack of familiarity with functional/communicative approaches to English language instruction can make it more difficult for adult refugee students to benefit from ELT. Such approaches may not be acknowledged as valid instruction unless a rationale for their use is provided to students in their native language.

* ELT services provided by a public school can lack the added dimension of support available to refugees at MAAs/CBOs. CBOs can be isolated from the wider arena of adult education and enjoy less access to resources and teacher training opportunities.

* Short-term, time-limited ELT programs offered in conjunction with job placement activities risk overemphasis of job placement goals at the expense of high quality ELT instruction.

* It is impossible to establish a fixed time period of participation in ELT or a specific ability level which can be used to determine employability.

* Meaningful participation in an ELT program takes place when the program has clearly structured and pre-determined goals and can be demonstrated to coherently move an adult refugee closer to the goal of self sufficiency.

* The standardized evaluation and progress tests currently in use do not consistently yield valid and reliable information on the adult refugee student population. ELT Programs often develop in-house tests which may not have been appropriately evaluated to determine whether they provide valid or reliable results.

SUMMARY:

The purpose of English Language Training programs for refugees is to promote and sustain long-term self sufficiency for the refugee family unit. The term refugee refers to a broad spectrum of individuals with varying amounts of education and transferable skills acquired in their respective countries of origin. English language training programs must therefore be fluid, responsive, and ultimately flexible to the needs of refugee families within the context of the greater community.

Initial ELT programs for new arrivals are most useful when time limited and directed toward early employment at the highest level that is realistic for each individual. This training therefore needs to focus individuals on the urgency of acquiring language skills for the purposes of family health, safety, education, and employment. The path to self-sufficiency cannot be represented as a one dimensional linear process from English Language Training to employment. It is rather an integrated set of experiences in which English Language Training, further education and employment training are integrally combined with real life experiences, most importantly, work.

Proficiency (both oral and literacy) in the English language is necessary to meet self-sufficiency goals but is not sufficient in itself to ensure that those goals are met. The other barriers to employability and ultimately self sufficiency such as family situations, mental health issues and culture shock, can often be greater impediments than low-level English language abilities. Since the incentive of each respective refugee is the most powerful influencing factor, programs must emphasize the fact that each individual is ultimately responsible for his/her own English language acquisition.

Acquisition of an entry level position when an individual has only limited English skills does not amount to a guarantee of permanent work force participation

and long term self-sufficiency. English language training programs must therefore offer a variety of different strategies to allow refugees to upgrade language and employability skills over a period of years. Programs should be coherent and structured and offered in coordination with support services from the wider community. Programs should be developed with integrated and regular input from the local refugee and business communities.

RECOMMENDATIONS:

As a result of evaluation activities conducted by the Refugee English Language Training Task Force, the following recommendations are made:

1. Provision should be made for the creation of a liaison/refugee education consultant at State level to create a link between the State Refugee Bureau, the State Department of Education, County refugee programs and ELT programs.
2. Contracting agencies should consider making possession of a TESL certificate or demonstrated equivalent training and/or demonstrated, effective work experience a requirement for teachers who will provide English Language Training to adult refugee students.

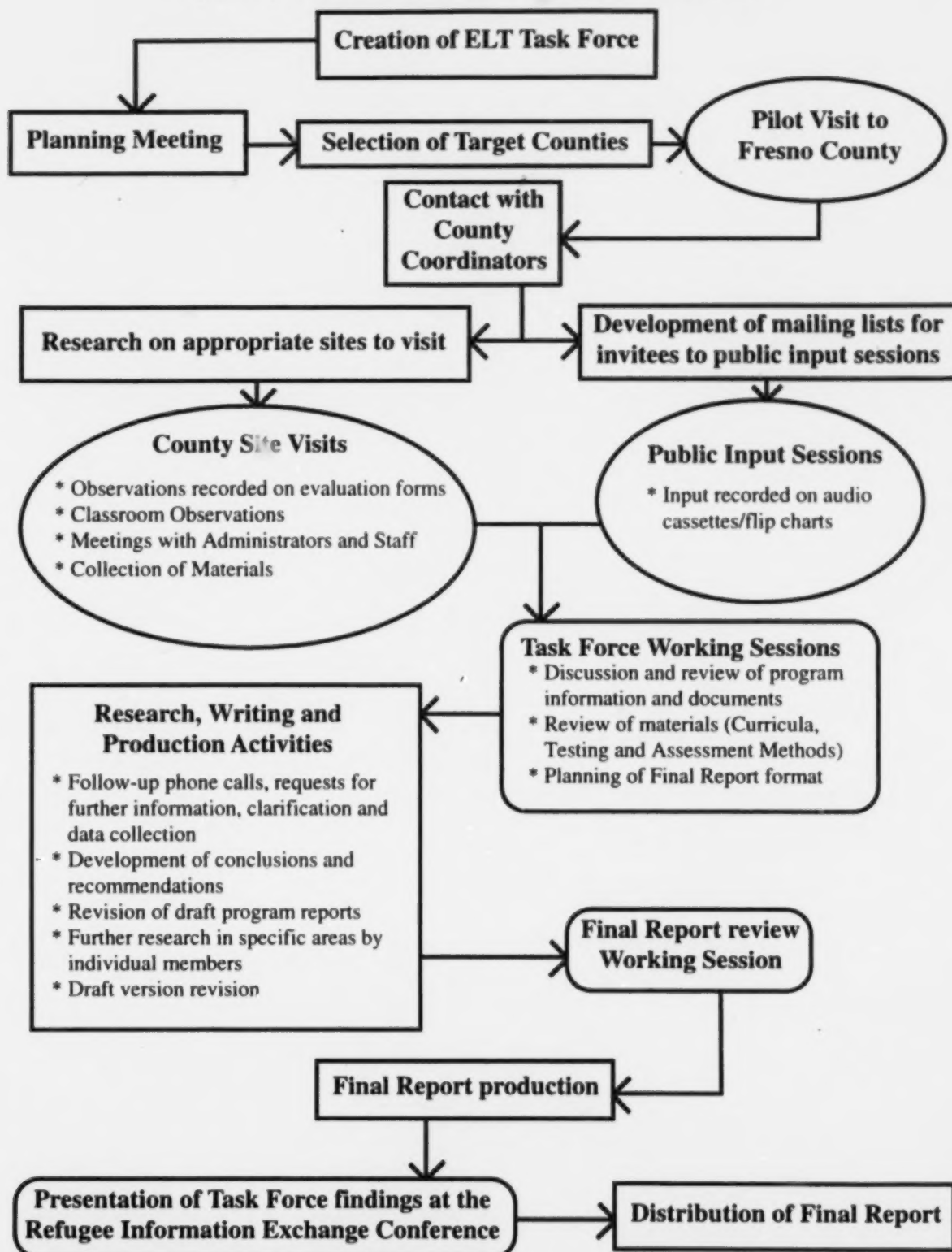
It should be further required that agencies contracted to provide ELT services must make provision for all staff who come into direct contact with adult refugees to attend a minimum number of cultural sensitivity and awareness training sessions during the contract period. To address the potential for isolation of CBO based ELT instructors from the wider second language educational field, financial provision within contracts should also be made for staff to maintain membership in professional organizations and to attend a minimum number of workshops/conferences to ensure maintenance and upgrading of instructional skills.

3. Contracting agencies should ensure a more holistic approach to the provision of services to refugees by requiring agencies contracted to provide ELT to refugees to work collaboratively with other appropriate organizations. Education professionals should be involved in CBO based ELT programs and CBOs/MAAs should be involved in public school ELT programs. Such a policy makes best use of specialized services and seeks to ensure that they are offered as part of a comprehensive service plan.
4. The provision of native language instructional assistants to ELT programs should be supported with funding for that specific purpose when students being

served are either preliterate in their native language and/or have never been exposed to functional/communicative teaching approaches.

5. Where possible, ELT programs should be given the opportunity to provide fixed-length courses as opposed to open-entry/open-exit format programs, especially when adult refugees have time limitations placed on their participation in ELT programs. Multi-level classes are to be avoided.
6. Contracting agencies should require ELT programs to include curriculum design and planning activities in their program strategy plans. Financial provision should be made to support instructional staff in planning and preparation activities prior to the commencement of an ELT program. Curriculum design should be acknowledged as a vital and visible part of instructional activities and as such, programs should not be expected to provide services to adult refugee students immediately after the commencement of a contract.
7. ELT programs should take better advantage of the training opportunities and resource banks that are available to them.
8. ELT programs should be selected for funding on the basis of their ability to make viable connections with industry and vocational training programs.
9. All adult refugee students who participate in ELT programs should be given the opportunity to complete (anonymous) evaluations of the program, materials, instructional staff and curriculum content. Such evaluations should be provided in the native language if necessary. Students should also be provided with the opportunity to give feedback to program staff during the ELT program.
10. The State Refugee Bureau should support research into the development of assessment instruments and progress tests specifically designed for non-native speakers of English and suitable for use with students who may have limited experience of formal education. The assessments should be normed on individuals from a wide range of ethnic backgrounds, specifically those typical of current refugee populations.
11. A follow up to this evaluation should be conducted by the State Refugee Programs Bureau a year from completion of the report. The Refugee English Language Training Task Force should remain in existence and be expanded to include more current and former students to act as an ongoing advisory group to the State Refugee Bureau on the issue of English Language Training for adult refugees in the state of California.

REFUGEE ENGLISH LANGUAGE TRAINING (ELT) TASK FORCE PROCEDURES



CALIFORNIA REFUGEE ENGLISH LANGUAGE TRAINING TASK FORCE

FINAL REPORT JULY 1995

INTRODUCTION

The Refugee English Language Training (ELT) Task Force was convened by the California Department of Social Services (CDSS), Refugee Programs Bureau (RPB) in May 1994. In the twelve months since the task force was established, members have met fourteen times, either to conduct program site visits, conduct public input sessions or hold working sessions to process and evaluate information gathered during site visits and input sessions.

MISSION STATEMENT

The Task Force is charged with evaluating the English Language Training Programs designed for adult refugee clients who are receiving services through the State's assistance programs. Selected members of the Task Force represent the variety of interests and expertise related to the target population and serve voluntarily and independently of the CDSS.

The mission of this program evaluation effort is to assist the State in improving the ELT programs offered by collecting information to determine whether:

- a) the ELT programs are needed and used by the target population;
- b) the programs are designed appropriately to meet the needs identified and have realistically defined goals and outcomes;
- c) the programs are being delivered as planned;
- d) the programs are effective in meeting the goals and are without undesirable side effects.

The information collected will result in recommendations by the Task Force to the State.

Recognizing that it is difficult to describe and measure the intended program outcomes in quantifiable terms, and recognizing the limitations on resources and time of task force members, the task force is using several methods to achieve the evaluation goals. These methods include:

1. Collecting and reviewing program records and documents from around the state.
2. Interviewing stakeholders including administrators, community based organizations, program participants, language teachers, and state personnel.
3. Conducting site visits to selected programs, including review of materials and policies at program sites.
4. Conducting public input sessions in several communities with target population and other stakeholders represented.
5. Examining the literature and knowledge base of adult education and specifically, refugee education literacy programs.

Task force members have visited seven refugee impacted counties. We have visited eighteen different programs which provide English Language Training to refugees. We have conducted nine public input sessions and have listened to more than three hundred refugee English as a Second Language (ESL) students and former students, teachers and administrators across the State of California.

The Task Force was charged with a mission of evaluation. From the variety of experiences of task force members who come from several different counties, it was immediately apparent that the diverse refugee populations, coupled with the widely varied conditions within each county, yield a highly complex situation which does not easily lend itself to a uniform evaluation process. Each County has its own set of "ground rules" in terms of how refugees are provided English Language Training. In addition, each program within each county can have a very different set of goals. For example, some programs are providing Vocational English Language Training to give refugee students a general preparation for the world of work. Some programs have very specific job placement goals attached to the language training component and still others aim to prepare refugees for participation in specific vocational training programs. In such a situation it is clearly not possible to establish a static set of evaluation criteria.

While we were concerned to look, in all programs, for good instructional practice, authentic assessment, appropriate curriculum design and responsiveness to students' needs, we were not prepared to assess the merits of English language

training programs according to their job placement rate, for example. This is, in part, an acknowledgement of the fact that proficiency in the English language is necessary to meet self sufficiency goals but is not sufficient in itself to ensure that those goals are met. It must be acknowledged that acquisition of sufficient language proficiency and acculturation into successful employment that will lead to self sufficiency is a complicated process requiring multiple levels of change. We believe that it would therefore be unfair to lay exclusive credit or blame at the door of ESL programs and instructors for whether or not refugees in their programs become employed.

The process and method of conducting site visits and input sessions evolved over time. While we asked for the same kind of general information at each program and used the same reporting structure for recording information, the same information was not consistently available from each program site. The general guidelines established for collection of site information are documented in Appendix A. Collection of information on certain issues such as student input to curriculum and program design were addressed through sampling at approximately 50 percent of sites visited by task force members.

In some cases information was simply not available and/or not provided to task force members. In other cases programs had closed or changed between the time of a task force visit and a follow up request for further information. Another factor that may have influenced the information collected was the number of task force members who were able to attend each site visit. Every effort has been made to present information as accurately and comprehensively as possible.

When curriculum was available to the task force, a review with a brief description was completed. To request further information and/or copies of the curriculum used in specific programs, please refer to the program contact names and addresses listed in Appendix B.

The model for the input sessions was developed after an initial trial meeting in Fresno. The structure of the meeting worked well and the task force decided to repeat the exercise in each of the counties it visited with slight organizational modifications. However, the categories of people giving input, the English language program stakeholders, were modified after the Fresno meeting. This modification is reflected in the input session notes. These notes have been included consecutively in one section, as opposed to the respective county sections, so that comparisons between counties can more easily be made.

The structures within which programs provide English language training for refugees in each county are markedly different. The local job markets and the ethnic backgrounds of the various refugee communities also represent significant variables which impact English language training programs. A "Background Information" section has been included for each of the counties the task force visited. These sections are aimed to give a brief overview of the situation in each county. However, it should be understood that during the course of the year that the task force has been working, many counties and consequently programs, have undergone profound changes. There have been regulation changes in the Greater Avenues to Independence Program (GAIN) and various rule changes pertaining to refugee specific funding will soon be implemented. In addition, counties work on different time lines with different funding cycles. Comprehension of this reality lends further support to the general evaluation approach taken by the task force.

In general terms, our goal was not to seek out errors or mistakes that particular programs were making, but rather to become well and accurately informed about issues connected to the provision of English Language Training to this target population, to understand the variety in the areas of need and to draw conclusions about potential recommendations to improve the manner in which English Language Training for refugees can be provided. Individual situations in counties and programs are used in the observations sections of our report to stimulate further discussion of particular issues. Many of these issues are common themes and could be repeated in connection with numerous programs. The task force has tried to use its observations as a starting point for analysis. Programs that have prompted specific issues for discussion were not intended to be singled out or specifically targeted.

While not all task force members were able to agree on every point addressed in this report, a general consensus has been reached regarding conclusions presented. An underlying concern of all members was that the report should be realistic in its outlook. We have tried, in all that we have done, to acknowledge reality and the various confines in which counties, local education programs and refugee communities must live, work and promote the acquisition of English as a second language.

It is important to be clear at the outset why it is that English Language Training programs have, historically, been supported for refugees. We do not feel that it is belaboring the point to emphasize that our understanding of the purpose of providing ELT to refugees is not just the short term goal of finding immediate employment but rather it is to help them establish viable and long term self sufficiency. The two things can be very different and while employment is obviously a necessary factor in the self sufficiency equation, other factors, ironically, may represent more significant barriers for some individuals. Some of these factors include interacting successfully

with school officials, landlords, police and medical personnel. It is for this reason that the task force takes the position that English Language Training for refugees should not be uniquely synonymous with employment preparation. There are many equally important roles that ESL classes legitimately and usefully play. Consequently, the task force specifically looked for fluid, responsive and flexible program design and implementation that included aspects of language, culture and self sufficiency training beyond the typical language for employment focus.

Refugees represent a very diverse target population and while some of the Central Valley counties have a more homogenous but highly challenging population of Southeast Asian refugees to serve, others, such as San Diego County, may have as many as twelve different ethnicities, cultural perspectives, educational backgrounds and instructional expectations represented in one classroom. As a result, it is obviously impossible for there to be one single, uniform refugee English Language Training program in the state of California. This reality will be addressed in a number of different ways in the course of this report. We have offered a brief historical perspective to give an understanding of the present day context in which refugees are provided English Language Training across the state.

The information presented in this report represents a complex blending of education, welfare program and refugee program information and terminology. A detailed glossary has been provided to assist the reader in understanding references, program details and acronyms.

We have included both broad and specific recommendations. We have tried to include practical information as an adjunct to some of the more specific recommendations and hope that the general issues will be used to stimulate further state level and county level analysis and evaluation and will, in a number of ways, be vehicles for real and productive change. Although each of us may harbor some reservations about details of this report, we are unanimous in supporting its overall themes and recommendations.

From an original nine member body, the task force has experienced natural attrition through relocation and illness. The task force has been provided with logistical and clerical support from the CDSS RPB.

We would like to express great thanks to the staff and students of programs we have visited over the past year. Despite the fact that our visits sometimes disrupted class schedules and inconvenienced busy administrators, we were always received warmly and courteously. It has been a great privilege to see so many highly skilled and caring individuals extending their efforts on behalf of newcomers to this country.

Our hearts must lie, in the final analysis, with the new Americans themselves whose dignity in the face of such great challenge has so impressed us. Not one of us can doubt for a second, the value of our efforts to ensure the very highest standards possible of English Language Training for refugees in the state of California.

HISTORICAL PERSPECTIVE

In 1975, the first refugees from Southeast Asia arrived in California. Local communities were unprepared for the enormous impact these new arrivals had on the social systems. Governmental agencies including safety, social services and public education had no experience with the languages and cultures of the newly arrived refugees. There were few, if any, resources available and voluntary resettlement agencies and local sponsors struggled to assist the refugees to begin their new lives in this country.

By 1980, the Federal government recognized that action was needed and passed the Refugee Act of 1980. Funding for education, employment and training services became available to impacted communities in 1983. Initially, refugees were settled in large metropolitan areas across the country, but by 1982, secondary migration had begun.

California's central valley counties received thousands of secondary migration refugees within a three year period, from 1982 through 1985. These counties were not initially designated as impacted counties for receipt of Targeted Assistance funding because the funds were being allocated to initial resettlement sites. An appeal was required before impacted counties in California were added to the areas designated to receive funds.

The majority of the secondary migrants were from Laos and Cambodia. Most were preliterate in their own language and needed access to ESL and other basic education programs. The Local Education Agencies (LEAs) were ill equipped to handle the numbers, much less the special needs of these refugee adults. Appropriate curriculum and assessment methods were unavailable.

Secondary migration has continued, with this population moving into less populated northern counties. Large metropolitan areas continue to be major initial resettlement sites for a growing number of newly arrived refugees, with a vastly diverse cultural makeup. Significant numbers of refugees from other states have also migrated to California's metropolitan areas.

In 1985, California enacted a revolutionary employment and training program for public assistance recipients, the GAIN Program. GAIN added a new dimension to the already complex circumstances California found itself in. GAIN was a compromise legislative action, with one side demanding early employment and the other supporting the provision of basic education, including ESL, for recipients who had not achieved basic skill levels in reading and math. GAIN provided for a continuum of services to lead the recipient to eventual self sufficiency. Refugees who were Aid to Families with Dependent Children (AFDC) recipients were, except in special circumstances, required to participate in the GAIN program. Counties were given a five year period to implement their programs.

In the late 1980s, the Federal government began downsizing its commitment to cover the full cost of cash assistance programs for refugees. By 1989, the federal government was no longer fully reimbursing states for the cost of providing AFDC to refugees. California counties became solely responsible for funding several hundred thousand refugees AFDC recipients. The refugee welfare dependency rate remained above 60%. Social service administrators began to question the length of time many of the refugees and immigrants were spending in ELT and the dialogue between education providers and social service departments began in earnest.

As a result of these concerns regarding length of time in ELT, the state contracted with the Comprehensive Adult Student Assessment System (CASAS) to develop assessment, progress and exit criteria for GAIN participants in the basic education components. Although there is disagreement among professionals as to the reliability, validity and usefulness of CASAS test results with this population, GAIN programs began using the test results along with other criteria to begin exiting AFDC recipients (including refugees) from Basic Education programs. During this same period, the Federal government enacted the Job Opportunities and Basic Skills (JOBS) program nationwide, using GAIN as its model.

At this time, changes in educational programs were also implemented. The necessary relationships between curriculum and the workplace were recognized. Many programs moved to a more vocational approach. During all of these years, educational agencies found themselves in a changing climate characterized by mandatory attendance of adult students as opposed to students attending by choice. The needs of ESL students also changed and had to be addressed. The typical student is no longer either literate or educated in his/her own language.

The broad range of programs that have responded to the needs of refugees in California's fourteen refugee impacted counties must now prepare for further change in the face of impending welfare reform legislation and refugee program regulations

changes. Current welfare reform measures include time limits for all public assistance recipients and the federal Office of Refugee Resettlement has proposed a limitation on receipt of special employment services funding to refugees who have been in the United States for less than five years.

REFUGEE ENGLISH LANGUAGE TRAINING (ELT) TASK FORCE

Calendar of Activities

May 25, 1994	Planning Meeting, Sacramento
July 29, 1994	Fresno County Public Input Session and Site Visits, Fresno
August 18, 1994	Refugee Information Exchange Conference Public Input Session, Burlingame
September 28, 1994	San Joaquin County Public Input Session and Site Visits, Stockton
October 19-20, 1994	Los Angeles County Public Input Sessions and Site Visits, Los Angeles and Long Beach
November 29-30, 1994	San Diego County Public Input Session and Site Visits, San Diego
December 12, 1994	Working Session, Fresno
January 25, 1995	San Francisco County Site Visits, San Francisco
January 26-27, 1995	Bay Area Counties Public Input Session, San Jose Site Visits and Working Session, San Jose
February 23-25, 1995	Office of Refugee Resettlement (ORR) ELT Consultation/ Presentation of Preliminary Findings and Working Session, San Diego
May 4-5, 1995	Sacramento County Public Input Session and Working Session, Sacramento
May 25, 1995	Working Session, Fresno,
May - July 1995	Final Report Writing and Editing, Fresno
August 18, 1995	Presentation of Final Report, Refugee Information Exchange Conference, San Diego
September 1995	Distribution of Final Report

COUNTY/PROGRAM**FRESNO**

Fresno Adult School

INPUT SESSION

7/29/94

SITE VISIT

7/29/94

DATA COLLECTED

*Funding information
 *Program description
 *Curriculum copies
 *Class observations
 *Interviews with teachers and administrators
 *Teacher credentialing requirements
 *Testing and Assessment methods
Other data: Overview of Orientation Program with placement statistics

Fresno City College -
 Independence Center

7/29/94

*Funding information
 *Program description
 *Curriculum copies
 *Class observation
 *Interviews with students
 *Teacher credentialing requirements

Fresno Center for New
 Americans (formerly
 Refugee Resource Center)

7/29/94

*Funding information
 *Program description
 *Curriculum copies
 *Class observation
 *Testing and assessment methods
Other data: Program overview with research based rationale for creation of project

SAN JOAQUIN
 Cambodian Community
 of Stockton

9/28/94

9/28/94

*Funding information
 *Program description
 *Class observation

COUNTY/PROGRAM	INPUT SESSION	SITE VISIT	DATA COLLECTED
SAN JOAQUIN (contd) Cambodian Community of Stockton			*Interviews with teachers and administrators *Teacher credentialing requirements *Testing and assessment methods
Charterhouse Center		9/28/94	*Funding information *Program description *Class observation *Interviews with administrators *Testing and assessment methods Other data: Diagnostic instrument for anxiety and depression
17 Lao Family Community of Stockton		9/28/94	*Funding information *Program description *Curriculum copies *Class observations *Interviews with administrators *Interviews with students *Teacher credentialing requirements *Testing and assessment methods
LOS ANGELES Jewish Vocational Services	10/20/94	10/19/94	*Funding information *Program description *Curriculum copies *Class observation *Interviews with administrators *Teacher credentialing requirements *Testing and assessment methods
22			23

Los Angeles Unified
School District

Armenian Evangelical Social Services

SAN DIEGO
Mid-City Center

SITE VISIT

10/19/94

10/19/94

10/19/94

11/29/94

DATA COLLECTED

- *Program description
 - *Curriculum copies
 - *Class observations
 - *Interviews with administrators
 - *Teacher credentialing requirements
- Other data:** Newspaper articles on program successes

- *Funding information
- *Program description
- *Curriculum copies
- *Class observations
- *Interviews with administrators, teachers and students
- *Teacher credentialing requirements
- *Testing and assessment methods

- *Funding information
- *Class observation
- *Interviews with administrators
- Other data:** Class materials examples

- *Program description
- *Curriculum copies
- *Class observations
- *Interviews with administrators and teachers
- *Teacher credentialing requirements
- *Testing and assessment methods
- Other data:** Computer lab demonstration

<u>COUNTY/PROGRAM</u>	<u>INPUT SESSION</u>	<u>SITE VISIT</u>	<u>DATA COLLECTED</u>
SAN DIEGO (contd) Centre-City Center		11/29/94	*Funding information *Program description *Curriculum copies *Class observations *Interviews with teachers, administrators and students *Teacher credentialing requirements *Testing and assessment methods
SAN FRANCISCO Career Resources Development Center	1/27/95	1/25/95	*Funding information *Program description *Curriculum copies *Class observations *Interviews with administrators *Teacher credentialing requirements *Testing and assessment methods
Jewish Vocational Services		1/25/95	*Funding information *Program description *Curriculum copies *Class observations *Interviews with administrators, teachers and students *Testing and assessment methods Other data: Self and program evaluation forms
Korean Center		1/25/95	*Program description *Class observations *Interviews with administrators *Testing and assessment methods

COUNTY/PROGRAM**SANTA CLARA**Economic and Social
Opportunities, IncIndochinese Resettlement
and Cultural Center, Inc

Catholic Charities

INPUT SESSION

1/27/95

SITE VISIT

1/26/95

1/26/95

1/27/95

DATA COLLECTED

- *Funding information
- *Program description
- *Curriculum copies
- *Class observations
- *Interviews with administrators
- *Teacher credentialing requirements
- *Testing and assessment methods

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- *Funding information
- *Program description
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- *Class observations
- *Interviews with administrators and teachers
- *Teacher credentialing requirements
- *Testing and assessment methods

Other data: Information on support programs and volunteer run programs accessible to adult refugee students

RATIONALE FOR EVALUATION APPROACH

The purpose of any program evaluation is to provide feedback information that can form the basis for improving effectiveness of organizations. This evaluation, and indeed most evaluations, are formative, because they are designed to help form and reform programs. It is not the purpose of this evaluation to be summative, or to determine whether programs should continue or be terminated. Because the evaluation is formative, the Task Force set its collective sight broadly, considering all the stakeholders in the programs - clients/students, administrators, and teachers. The evaluation model adopted by the Task Force was thus not just limited to evaluating programs in terms of a single outcome variable, for example job placement, or a single process variable, for example number of clients served. Rather the Task Force considered multiple program goals of the stakeholders and used multiple methods of data gathering to avoid restricting our vision to narrow outcomes. In this sense the evaluation approach incorporated methods from not only a broadly-defined goal-based approach, but also methods and approaches from the naturalistic or qualitative evaluation approach. In other words, while we approached each program with specific questions, we also did not limit our observations and questions to just those that were preconceived. Task Force members were determined at the beginning of the evaluation effort to remain sensitive to the variety of clients served, funding complexities, and regional needs in order to understand each program and its stakeholders in its own context.

As presented in the Mission Statement, the Task Force defined its observation and data collection mission as focused on determination of whether:

- a) the ELT programs are needed and used by the target population;
- b) the programs are designed appropriately to meet the needs identified and have realistically defined goals and outcomes;
- c) the programs are delivered as planned;
- d) the programs are effective in meeting the goals and are without undesirable side effects.

Determination of these four issues, common to most program evaluation designs, provide the structure for collecting the information and making the observations that will be useful to improving the quality of human services. The enormity of the task of site visits and observations across the state with very limited time and financial resources available to Task Force members meant from a practical perspective, not every member could visit every site. In addition, many important questions were posed at each site, but other questions were posed at a subset or sample of all the programs included in the evaluation effort.

The approach used by Task Force members in making these determinations included not only developing an understanding of the great variety of programs that exist for refugee language teaching, but also looking for discrepancies between stated (and unstated) program goals and the needs of the target population, discrepancies between the program plan and its actual implementation, discrepancies between the program implementation and the expectations of the target group, and finally between the actual outcomes achieved and the projected outcomes. Through determination of such discrepancies, programs can be improved. The approach is as much an evaluation of process as it is an evaluation of outcomes.

This broad focus, the multiple site visits, client interviews, classroom observations, and curriculum review are designed to result in a detailed description and well-documented set of recommendations supporting effective program elements and addressing approaches that are not effective or suited to client needs. The Task Force realizes that the program visits are politically sensitive and can create a number of fears for all the stakeholders involved at each site. We appreciate the support we have received in facilitating our job at each site. This has been a long process with countless volunteer hours spent by Task Force members. As a group, we feel that this Task Force has an important mission. With increasingly limited resources, changing national and local political and ideological agendas, and an increased public demand for accountability, it can no longer be assumed that every program delivered by well-meaning groups is as effective as it should be. Program evaluation is a positive and necessary step toward program improvement.

FRESNO COUNTY

BACKGROUND INFORMATION:

Fresno County Department of Social Services serves all refugees through the Gain Program. Refugees who have a need for ESL services are referred either to local adult schools or certain specialized programs that are funded through TA and RESS money. Local adult schools are able to access regular ADA and 321 funds to cover the vast majority of the costs of providing ESL classes to refugees. If accommodating GAIN refugee clients causes school districts to go over their regular adult ADA cap, additional GAIN ADA can be provided to the State Department of Education for allocation to impacted school districts.

In addition, for fiscal year 1993-1994, \$296,000 of RESS funds were allocated to meet the excess costs incurred by adult schools in the provision of services to refugee clients. This money is used to respond to the particular challenges that refugee students present to a program. Excess costs funding is used to provide instructional aides, supplementary materials, additional classroom rental and additional reporting required for GAIN students.

The mainstream ESL programs at the local adult schools are not exclusively designed for refugees since other non-refugee communities also participate in the classes. Specialized programs have been created at two different agencies to respond to particular issues. The Independence Center at Fresno City College provides Oral Vocational ESL classes at two levels of instruction. The higher level is designed to fine tune the oral self-presentation skills of otherwise job-ready individuals. With a heavy pronunciation component, this program uses the listening laboratory facilities at the College. The lower level also has an oral language focus and is designed for students who have been unable to make progress in mainstream ESL classes and are being evaluated to exit the education component as a result. The second specialized program is operated by the Fresno Center for New Americans (formerly Refugee Resource Center). The Mirrored Literacy Project is designed for Hmong and Lao adults who are not literate in their primary language. The program offers a sound basis of native language support in conjunction with ESL instruction throughout the fifteen week program. Both specialized programs are funded through Fresno County's RESS allocation.

TARGET POPULATION:

Fresno County estimates a total refugee population of 55,000. This is approximately 7.7 percent of the county population. The Department of Social Services provides public assistance benefits to approximately 33,000 refugees each month. Approximately 28 percent of cash assistance recipients in the county are refugees.

There are now only very small numbers of initial resettlement cases in the county since the process of refugee camp closures in Thailand is almost complete. Though very heavily impacted by secondary migration in the past, this trend has reversed in recent years. There has been an increasing trend toward migration to less gang-impacted counties and states and to areas where jobs are more readily available. The number of refugees in receipt of public assistance has decreased by approximately 2000 over the past two years, and this fact is attributed in large part to migration out of the county.

As of fiscal year 1993-1994, it was estimated that 79 percent of refugees in Fresno County have been in the United States for more than three years. Over 80 percent have eight years or less of formal schooling. Thirteen percent have been unemployed for more than two years and 66 percent report no work history at all. Those with work experience generally report it in the areas of farm labor, personal care attendants or janitorial/maintenance. The local job market is currently saturated with qualified applicants with recent work history and marketable skills and refugees must compete for employment with these individuals.

The refugee population in Fresno County can be represented in the following approximate breakdown:

Hmong	60%
Lowland Lao	21%
Cambodian	11%
Vietnamese	5%
Other	3%

The other category includes refugees from Cuba, Haiti, Ethiopia, Somalia, Iran, Eastern Europe and the former Soviet States.

While the greatest obstacle for many of the refugees from rural backgrounds is the lack of native language literacy and formal education, mental health problems also represent significant barriers to self sufficiency. The Cambodian community has many

cases of post traumatic stress syndrome, and increasing numbers of severely depressed refugees from other ethnic groups are being reported.

LABOR MARKET:

Fresno County has had double-digit unemployment figures since 1981. In general, the employment growth rate of the county is not keeping pace with the labor force growth rate. As stated in the Overall Economic Development Program Annual Report, 1993, employment in the agricultural sector is expected to increase in terms of total number of people employed but decrease in terms of the percentage of the employable labor force. Service industries are expected to provide the largest numbers of new jobs in the county through 1997, with a slight increase in the governmental sector. Moderate increases in retail trade and manufacturing are also expected.

In a survey of employers conducted by the Fresno County Department of Social Services, it was revealed that employers most likely to hire refugees were those in retail, food-related services, manufacturing or training. Employers who responded to the survey indicated that the most important criterion for hiring was the interview, specifically English language communication skills.

PLEASE NOTE: The task force visit to Fresno County was used by members as an opportunity to develop the evaluation strategy to be used in other counties for the duration of the one year evaluation project (May 1994 to May 1995). Since the evaluation strategy had not been developed, the information presented on Fresno County programs is more descriptive in nature. Much of the information was provided directly by the programs themselves and may only be followed by brief and general observations noted by task force members at the time of their visit.

PROGRAM SITE VISIT: Fresno Adult School (FAS)

DATE OF VISIT: July 29, 1994

Adult Education Programs in Fresno County-Background Information:

After conducting a student needs assessment and survey in 1992, Fresno Adult and Community Education began developing a six hour ESL and ABE/Pre-Vocational program. During the 93/94 school year, teachers and faculty at Clovis Adult Education and Central Learning Adult School Site also became involved in the development of six hour program course outlines.

In the newly structured six hour program, students spend either 3 or 4 hours of their time in core ESL or ABE courses, following the guidelines from the State Model Standards for Adult Education. The other part of the class time is spent in a pre-vocational ESL component. All programs, whether providing 2 or 3 hours of pre-vocational ESL, offer a total of six hours of instruction per day.

Three levels of Pre-Vocational ESL are offered. Generally, the beginning level focuses on introducing students to basic tools and workplace procedures; the intermediate level focuses on job exploration and the advanced level focuses on job search and interview skills. Each level also develops basic mathematical and language skills within the context of the workplace. Students also have the opportunity to develop basic computer literacy skills at all levels.

The courses are all considered Pre-Vocational Education. Each school site is also pursuing occupation-specific VESL courses and additional vocational training programs. The Pre-Vocational ESL and ABE courses will provide student preparation for occupation-specific VESL courses and the traditional vocational training courses.

FUNDING

Fresno Adult School utilizes ADA, GAIN ADA, 321 Funding, JTPA 8 percent funds, RESS funds and GAIN Excess Costs funds to support its programs. It is estimated that approximately 4,800 students are served per year by this program. Approximately 572 adult refugees are served as mandatory ESL clients each month. RESS funds and GAIN Excess Costs funds are used to cover the additional costs associated with providing services to these students. For fiscal year 1993-94, RESS and GAIN Excess Costs funds in the amount of \$392,700 were provided to Fresno Adult School. It is estimated that RESS funds accounted for approximately 60 percent of this figure to correspond to the approximate proportion of mandatory refugee ESL clients to total number of mandatory ESL clients served at Fresno Adult School each year.

PROGRAM DESCRIPTION

A wide range of ethnicities are served in the programs at Fresno Adult School. These include Hmong, Lao, Mien, Khmer, Vietnamese, Somal, Ethiopian, Russian, Ukrainian, and Armenian, but the vast majority of refugee students are Hmong.

As required by the State Department of Education, all ESL and Pre-VESL programs as described above conform to the State Model Standards. A unique feature of this school is its requirement that all students attend a two-week intensive Multi-Level Orientation Program before joining their regular classes. The program was created in part in response to the need to improve assessment of student language ability and subsequent class placement. Many teachers had been struggling with inappropriate placement of students on the basis of one paper-and-pencil test on entry into the school. It had also become evident that many refugee students had never had the opportunity to receive information on the American school system, the rationale for ESL teaching methodology or the adult school program they were about to enter.

The Orientation Program was initially run by two teachers assisted by six language tutors, native speakers of Vietnamese, Hmong, Lao, Russian, Khmer and Spanish. All information given to students is provided in or translated into their native languages. The program accommodates 80-90 students at any one time and organizes students by language group in a large classroom for simultaneous translation purposes.

The overall goal of the program is to prepare students for the classroom with related goals of empowerment and increased, committed involvement of students who, it is hoped, will be able to participate more effectively in ESL classrooms as a result of their orientation experiences. To provide more accurate student placement a wide variety of tests including writing samples in native language and English are given to students. At the end of the Orientation program, each student has a portfolio containing tests results and performance observations made by the teachers and aides during the two week period. Using the information from these multiple indicators, teachers make student placements into appropriate ESL levels.

In July 1994, the administration documented that during the previous year the student placements indicated by the Comprehensive Adult Student Assessment System (CASAS) test differed from the placements indicated by the portfolio assessments made by the teachers in the Orientation Program in the following ways: 54 percent of students were placed one level higher than indicated by the initial placement test, ten percent were placed two levels higher, 19 percent were placed at the same level, four percent were moved from an ABE placement into ESL, five percent were moved from an ESL placement to ABE, and eight percent were placed one level lower. Teachers report observing a much higher level of appropriate placements to their classrooms as compared to previous years, which means less disruption to classes and confusion to students.

Most of the time that task force members spent visiting FAS was spent in discussion with administrators, with only brief visits to a few classrooms. With seven satellite sites in addition to the main campus offering approximately 46 different daytime six hour classes, FAS is clearly a very large program. Most of the observations made by task force members during their visit were with regard to the administrative challenges of operating large programs. Possible advantages of such a large program were noted as more and diverse sources of funding, more teacher interaction, more access to resources, more frequent teacher in-service training sessions, upgrading of skills, and increased access to technology. Possible disadvantages were noted as less knowledge about what individual teachers are doing in the classroom, including how well they are teaching the curriculum.

FRESNO COUNTY

Also discussed was the danger of administrative decisions regarding funding priorities being made in larger programs in isolation from input from instructional staff. Examples cited from this program include the transfer of instructional aides from low level ESL classrooms to other school district sites at very short notice due to funding shortages. Teachers at the low levels reported the importance of assistance given to them by primary language aides, especially with students who have little formal education.

FRESNO COUNTY

PROGRAM SITE VISIT: Fresno City College (FCC) - VESL Program: FCC
Independence Center

DATE OF VISIT: July 29, 1994

FUNDING

For the fiscal year 1993-1994, this program was allocated \$76,000 and served 82 refugees. No funds from other sources are used to supplement ESL provision in this program but students are able to benefit from FCC facilities such as the listening laboratory, which is part of the language arts department.

PROGRAM DESCRIPTION

The following information was supplied by the FCC Independence Center.

ADVANCED LEVEL:

The 18 week Oral Vocational ESL course was developed at the Independence Center of Fresno City College.

The course was developed partly in response to feedback received from local employers. They reported that potential employees who spoke unclearly in their job interviews gave an immediate negative impression. This means that refugee job applicants are sometimes not given jobs that they are qualified for because they give the impression in the interview that they do not understand or speak English well.

FRESNO COUNTY

The course has a very practical orientation. It is eighteen weeks in length and students can enter at the beginning of any of the six week units. It is designed in a circular fashion to accommodate a six week open entry-open exit format. Students study four hours per day, five days per week. Each day's class is divided into two sections.

The first two hour section covers pronunciation. It concentrates on practicing clear speech, compares two vowels over two weeks, and studies a new consonant sound every week. It goes no further in its technical explanation of pronunciation techniques than is absolutely necessary to help students understand how to produce sounds effectively. The course concentrates on two basic issues:

1. The Speech Mechanism and how it is used to produce sound;
2. Voiced and Unvoiced Sounds.

Other issues such as stress, intonation, linking and reduction are covered regularly as need arises and on an ongoing basis - and again, always from a practical point of view.

One of the most attractive features of this course is its use of the Fresno City College listening laboratory. Students have the opportunity to listen to cassettes at their own console, record their own voices as they repeat model phrases and then monitor their pronunciation when they play back their recording. The teacher can also monitor students and give individualized feedback on key pronunciation points. Students keep their weekly recordings and are able to hear their own pronunciation improvement as the weeks go by.

The second section of this course covers discussion and clear self expression. It aims to improve students' speaking abilities by stimulating discussion and debate. The teacher of this section does not spend much time correcting individual pronunciation errors. Critical thinking skills are taught, for example, defending an opinion, giving examples to support an argument and comparing and contrasting. Mastery of these skills helps students to organize their ideas and express them more clearly. The second half of the class assumes that students can read well since written material is often used as a basis for discussion and time is not scheduled to teach or practice reading comprehension. *Real Jobs for Real People* (Fresno County Office of Education), the text used for this part of the course, was developed by program staff. It is designed specifically for adult refugee students and is set in the context of the local job market. Grammar review activities are worked into both sections.

The second section uses job preparation and job-readiness as the basic instructional focus. Students complete all necessary steps required in an effective job preparation and job search process. This includes studying the local job market, preparing application forms and resumes, practicing and simulating interviews, and researching the financial implications of accepting employment for welfare recipients.

As part of the course objectives, students are asked to monitor and evaluate their own progress, both through comparative listening of early and later pronunciation recordings and completion of the activities included in the text *Real Jobs for Real People*. Appropriate self-presentation is a challenging skill for many refugees and encouragement to evaluate their own performance provides excellent reinforcement. A portfolio is built up during the course which is designed to assist students in future job search activities.

LOWER LEVEL:

This course is also eighteen weeks in length and has been designed for students who have been unable to maintain progress in mainstream ESL classes. It concentrates on oral language production alone without taxing students with the additional burden of reading and writing in English. It also looks at how sounds are produced clearly and drills students in clear speech activities.

OBSERVATIONS

Task force members had the opportunity to observe part of a high level class that was looking at the financial implications of becoming employed while receiving welfare payments. Members made the following observations.

The materials used are definitely applicable to the clients' real-life situations. The students were engaged and participating. Their dilemma as they worked through the activities was plain. They wanted to work, but didn't want to give up the security of the monthly welfare check. They were concerned about the loss of health care benefits, and the insecurity involved with the possibility of getting laid off and the subsequent difficulties getting back on AFDC. Because the "system" is complicated, in the clients' minds, it's much simpler to keep things as they are, until they are forced to make the change of transitioning off welfare.

Conversation with students showed they were still insistent on getting more education *before* working. At least one student in the class had participated in another VT program in plumbing. He had wanted to go to training for electronics assembly. He said his English wasn't good enough for him to get a service job such as a plumber. In talking with task force members, however, his English was clearly very good. Simulating the language tasks he would face, could produce the linguistic self-confidence necessary for him to perform in a service job.

There seems to be a general reluctance that even qualified applicants have to engage in "selling themselves" on the job market, and much of the reluctance of quite skilled refugee students can be attributed to "fear of the unknown" and an inability to deal with the competitive, sometimes prejudiced environment that exists in the world of work.

PROGRAM SITE VISIT: Refugee Resource Center - Mirrored Literacy Project

DATE OF VISIT: July 29, 1994

FUNDING

For fiscal year 1993-1994, the Refugee Resource Center (RRC) received \$66,000 to operate this program. Fifty-eight adult students were served during the year; all were mandated to attend. In January 1995, Refugee Resource Center changed its name to Fresno Center for New Americans (FCNA). Though not in receipt of funds from other sources to provide ESL, FCNA is able to augment its services by providing support from other programs, for example child care and Family Center activities.

PROGRAM INFORMATION

The Fresno Center for New Americans (formerly Refugee Resource Center), is an MAA under contract to Fresno County Department of Social Services since October 1993 to provide language training to adult, Southeast Asian refugees. The agency developed the pilot Mirrored Literacy Project which is described in the following way.

The goal of the Mirrored Literacy project is to develop and implement a fifteen-week curriculum for adult Southeast Asian refugees who have no or limited literacy in their first language.

Approximately 70 percent of the Southeast Asian refugee community in the Fresno County area receives public assistance. Enrollment in GAIN ESL classes has not led to uniform success in achieving good English literacy skills for the adult refugee population. Many adult refugee students are not literate in their first language and have had little or no formal education. The lack of success in English is directly related to low levels of first language literacy.

Research in second language acquisition shows that literacy changes the way people think and approach problem-solving and learning. In addition, literacy concepts and skills can transfer from the first language to help second language learning. Preliterate or semi-literate adult refugees are at a disadvantage when placed directly into ESL classes that are designed for literate adult learners. The fifteen-week intervention combines first language literacy awareness and instruction with mirrored English instruction to develop the literacy concepts and skills that will help students to learn English more effectively in the future.

Mainstream ESL curricula are often not geared toward the special needs of preliterate refugee adults who have had little experience with formal education. Immersion in such a curriculum can lead to frustration, misconception, and lack of progress. Most ESL programs do not have native-speaker teachers or aides available at all times. This is key to this project design.

The approach adopted by the Mirrored Literacy Project focuses on concepts, issues, and information that is important and relevant to students. Teachers use student-centered teaching techniques. When new cultural information or concepts and skills are taught, instruction is first given in the students' native languages. Mirrored instruction then takes place in English. Students are asked to manipulate the new concepts and skills they have acquired in their native languages in the context of student-centered activities conducted in English.

Based on initial assessments and identified areas of need, the curriculum provides beginning, basic literacy instruction in both languages, in a parallel presentation. The alphabet and the sound system is the starting point. Equal emphasis is placed on oral production and literacy. Constant oral practice, repetition, and correction enhances not only fluency but also reinforces the patterns learned in the reading and writing areas. Concepts of literacy, grammar and sound-symbol relationships are explained and practiced in both languages.

Curriculum:

The curriculum has been developed by teachers and aides over the past two years. It covers: alphabet, sound system, and basic literacy in the first language and in English. The focus is on oral production, reading, and writing.

The curriculum is being produced so that it can be replicated by other programs. When this pilot project finishes in September 1995, local adult schools will work cooperatively with Fresno Center for New Americans (formerly Refugee Resource Center) to adopt the course and incorporate it into their mainstream programs.

Testing and Assessment:

All students go through an interview-style initial assessment conducted by the aides. Since students do not have literacy skills, they are unable to perform a paper-and-pencil test at this point. Progress is documented by a notebook or portfolio which demonstrates the ongoing progress made by each student. At the end of the fifteen-week course, students complete two in-house developed post-tests, an eight page ESL test plus a test of their native language literacy skills.

OBSERVATIONS

At the time of the task force visit, members noted that the classroom was crowded and a bit noisy with two groups working in the same area, but all students appeared focused. The "family style," intimate atmosphere, was thought to be perhaps more comfortable, less intimidating than a typical public school classroom.

Students in this class were clearly those who had the greatest barriers to attendance in any kind of traditional adult literacy program, and part of the non-instructional agenda of the program is to build a basis of confidence and an understanding of what participation in an ESL program actually is.

SAN JOAQUIN COUNTY

BACKGROUND INFORMATION:

At the time of the Refugee English Language Training Task Force visit to San Joaquin County in August of 1994, Refugee Employment Social Service Funds (RESS) were being used to fund ESL and Special Needs ESL programs for refugees receiving Aid to Families with Dependent Children. Targeted Assistance funds were being used to fund Vocational English as a Second Language (VESL) Classes.

San Joaquin County Human Services Refugee Assistance Program required ESL and Special Needs ESL to be provided at three different levels. The Special Needs criteria were established to respond to the needs of students who were having difficulty in regular ESL programs due to family or personal problems, depression, post traumatic stress disorder, vision or hearing loss, slow learning ability, illiteracy in the native language or failure to make the required five points of progress on the CASAS test which must be administered on a regular basis to all GAIN clients who are referred to ESL classes. All refugee-specific ESL classes were provided by community based organizations. VESL classes were provided by San Joaquin Delta College and Lao Family Community.

For financial year 1994, in part due to a frustration with the fact that so few refugee clients have been able to complete the ESL component by achieving 215 on the CASAS test, the County has moved away from funding straight ESL services provided by community based organizations. ESL will now be provided only through GAIN in adult education and college programs. Vocational English-as-a-Second Language (VESL) instruction will be provided concurrently with employment or other employment-related training services. Also, a Work Experience/VESL component is included as a new component under RESS funded-services to respond to refugee AFDC recipients in need of employment activities.

TA and RESS funds must be utilized in all counties to provide services to refugees through GAIN service components. San Joaquin County is in GAIN cost reduction mode. This means that only target groups are served. This includes cash assistance recipients who: (a) have been on aid for longer than 36 months, (b) are parents under the age of 24 and are either unemployed and/or do not have a high school education, and (c) are members of a family in which the youngest child is within two years of becoming eighteen. The county has therefore made special provision in how it serves refugees. Refugee AFDC recipients who might ordinarily be exempted from participation in GAIN activities because they do not fall within one

of the target groups, as well as target group refugee AFDC recipients, are referred to a Supplemental Refugee Services component of GAIN. Refugees are required to participate in the SRS component as a condition of AFDC eligibility.

TARGET POPULATION:

As of January 31, 1993, San Joaquin County was serving approximately 37,800 Southeast Asian refugees, heavily concentrated at the County seat of Stockton. Based upon this estimation of 37,800, refugees represent about 18 percent of the city population in Stockton. This figure puts the concentration of refugees among the highest in the country.

In the past five years, this county has been heavily impacted by secondary migration of Southeast Asian refugees. As one of the most highly impacted counties in the State of California, San Joaquin County has the highest per capita number of Southeast Asian refugees with 75 per 1,000 general population.

ESTIMATED REFUGEE POPULATION BY ETHNICITY

CAMBODIAN	13,608	36%
VIETNAMESE	10,584	28
HMONG/HIGHLAND LAOS	7,182	19
LOWLAND LAOS	5,292	14
OTHER	<u>1,134</u>	<u>3</u>
TOTAL	37,800	100%

The County plan states that refugees come to this county for a variety of reasons which include: climate, family ties, large Asian concentration generally, affordable housing, education, employment opportunities in agriculture and liveable public assistance grants.

The estimated refugee dependency rate in this county is 61 percent. The vast majority of refugee AFDC recipients (91.97 percent), have been receiving aid for longer than three years. Most of the refugees living in this county, especially the Cambodians, come from rural, agrarian backgrounds with little or no previous exposure to education. A survey conducted in 1986 indicated that 41 percent of the refugee population had education levels ranging from one to seven years; 32 percent had no formal education and 15 percent had from seven to eleven years in school. There is a high incidence of post-traumatic stress disorder, particularly in Cambodian families.

LABOR MARKET:

The San Joaquin County Refugee Plan states that the unemployment rate for refugees is approximately 62.5 percent as compared to the county annual average unemployment rate of approximately 15 percent. The county has experienced a steadily worsening unemployment rate due to the recession, the drought and the lasting impact of the crop killing freeze of 1990. The recession has hampered the manufacturing and construction industries in particular. The area's economy is diversifying and the availability of agricultural sector jobs is expected to decline with only a marginal increase in the manufacturing sector. Most new jobs will be created in the government sector, the service industry - including health care, wholesale trade and finance, insurance and real estate areas. All of the growth areas require a higher level of English language skills than is generally required in agricultural or manufacturing work.

PROGRAM SITE VISIT: Cambodian Community of Stockton

DATE OF VISIT: September 28, 1994

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

Cambodian Community of Stockton served a total of 108 ESL students during the fiscal year 1993-1994. Agency staff report that all were refugees and all were mandated to attend classes. For the fiscal year 1993-1994, Cambodian Community received a total of \$91,386 to provide ESL for refugees; all of these funds were designated as refugee-specific.

ADMINISTRATION

Cambodian Community of Stockton is a Mutual Assistance Association.

For the Fiscal Year 1993-1994 this program was contracted to offer three classes, one each at beginning, intermediate and advanced levels. The beginning class was reported to have three levels in one class with one teacher of regular ESL and one aide. Classes are offered in both the morning and the afternoon.

CASAS testing of all students was performed every three months by GAIN staff. Staff estimated that 50-75 percent of students were able to make some progress on CASAS tests.

STUDENTS

In the entry level or ESL I class there were 14 students with one teacher and one bilingual aide. Staff expressed frustration with the fact that there were at least three distinct levels within this level, making presentation of well-designed instruction very difficult.

In the intermediate and advanced level classes there were 15 students each.

Most of the students in all classes were Cambodian.

Of 97 students referred to the program this year, so far eight or nine students have been able to complete the program, which means achieving a score of 215 on the CASAS test.

Most students are male. An estimated 70 percent are over 35 years old. Staff estimate that approximately 50 percent are either preliterate or marginally literate in their own language.

TEACHING

Teachers at this program were all credentialed.

Teachers had difficulty with the fact that each of the three levels of classes in fact was a multi-level class. One teacher suggested that the County would do better to contract with one agency to provide a single level rather than may different agencies trying to provide all three levels.

Task force members were only able to visit two classrooms very briefly. Though the conditions were slightly crowded, the atmosphere was pleasant and for the most part, students were engaged in constructive activities.

However, some task force members were concerned that some of the activities observed in the lower level classes were not well designed from an instructional point of view and were also, perhaps, pushing some students beyond a culturally appropriate comfort zone.

The higher level class observation provided a fine example of how humor can be incorporated into ESL instruction to augment the learning process. The teacher gave amusing examples to illustrate definitions and explain concepts. All students were engaged in the activity and the teacher kept students effectively focused on the topic. An atmosphere of respect permeated this classroom and task force members felt that this was one of the key elements to the interested and active participation they observed.

Curriculum:

The program used a competency-based curriculum. Unfortunately, shortly after the task force visit, funding was discontinued for this program and copies of the curriculum and texts lists that were used are no longer available.

Testing and Assessment:

Program staff reported that assessment was conducted by GAIN program staff using CASAS tests. The tests were administered every two to three months with overall student scores reported to the agency.

OBSERVATIONS

In discussion with administrative and teaching staff from Cambodian Community, the opinion was expressed that the number of completions is very low because "it's impossible for students who start at the lowest levels to complete the program in one to two years."

It was obvious that the teaching staff in this program were committed and caring individuals who were trying to attain very demanding instructional goals with an extremely challenged student population. The frustration level felt very high, especially with regard to the definition of success and completion that they were being asked to apply to the students. Teachers clearly felt that the official statistics of eight or nine completions out of 97 referrals did not do justice either to the program or to the very real progress that they felt their students were making.

Staff in this program clearly felt frustrated by the confines in which they were required to work. Many suggestions were made to the task force about how improvements could be implemented. These included:

With regard to CASAS testing, staff stated that an oral interview test would reveal more useful information about student ability than a pencil and paper multiple choice test. Despite the fact that staff had tried to teach multiple choice test taking skills, they still felt that the format was too abstract to form the basis of effective or appropriate evaluation for this group of students. In addition, it was stated that if the objective of these English Language Training programs is to prepare students to find a job, then there should be much greater emphasis on speaking and listening, both in the curriculum and the testing process.

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Also, it was stated that from the way CASAS testing was implemented in San Joaquin County (A GAIN staff person visited each contracted agency to administer the test every two to three months), teachers were unable to get sufficient information about the particular areas in which students are weak and strong. Staff felt that without a reliable testing and evaluation system, teachers were unable to measure if they had actually contributed to a student getting a job. In addition, it was stated that the vocabulary level required to score 215 on the CASAS test was higher than what is actually required to become employed.

With regard to preliterate students, staff suggested that these students would be more usefully served if they were taught literacy in their own language. These classes would also include practical, factual information in the native language which would ease culture shock and actually assist refugees to function more effectively in this society. Staff reported that 50 percent of low level students are illiterate in their own language, from rural backgrounds, uneducated, and very difficult to reach. They are difficult students to teach because of their older age. Reasons for failure on completions include lack of interest, and motivation and the impossibility for some students to study and progress. "There is no *need*; some of them are *not* going to learn."

With regard to referrals, staff questioned the wisdom of referring older students (age 45-50+) who had more barriers to learning, attendance problems and less incentive to work because they would most likely be taken care of by their children. It was recommended that an alternative program be established for these students and that ESL resources be concentrated on the younger, more motivated students who had better, more realistic employment prospects. The basic premise on which ESL classes for refugees were funded, was questioned. The assumption that "if you learn to say these things, you will get a job" is not true and ignores much of the reality that affects how, when and if refugees become employed.

Inquiries about avenues for student input to class structure and design and curriculum were not made at this site.

PROGRAM SITE VISIT: Charterhouse Center - Stockton

DATE OF VISIT: September 28, 1994

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

Charterhouse Center staff reported that all students receiving ESL services were refugees. In fiscal year 1993, 1994, the program received \$91,386 in RESS contract dollars to serve Special Needs ESL clients and \$91,384 in RESS funds to provide regular ESL services. In addition, these funds were supplemented by private donations and the Center's fund-raising efforts.

ADMINISTRATION

Charterhouse is a community-based organization that offers a full range of ESL, health, social and mental health services, including such support services as translation and transportation.

At the time of the task force visit, Charterhouse was contracted to provide both regular and special needs ESL. The special needs target population represents those with multiple barriers to employment, mental health difficulties, and/or an inability to make progress in regular ESL classes.

The program utilizes trained volunteers both as aides and instructors. Two teachers supervise four classrooms with the assistance of bilingual aides. All students study four hours daily in twelve week cycles with open enrollment.

All students assigned to this program are interviewed to determine if there are personal or family problems which may hinder language acquisition. Assistance with health, mental health and other problems is available.

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Students referred to Special Needs ESL at Charterhouse receive a placement interview for ESL ability and also undergo a series of tests and interviews designed to identify the basis of the learning problem. These include tests of levels of anxiety and depression, tests of visual and auditory acuity and other physical problems which may adversely affect the learning process.

STUDENTS

Task force members were able to observe a few classes very briefly. One class was divided into two groups. The bilingual aide worked with one group in a traditional "listen and repeat" activity, reading text from the blackboard. The energy level of the students seemed to be good. Though it was late in the day, the students appeared to be focused on the activity of reading from the board as the teacher pointed word by word. Most looked happy and comfortable. The teacher worked with the other half of the class in the next room.

There were 11 students in a low level group supervised by a Hmong bilingual aide. Students were both male and female and all were Southeast Asian.

A group of 13 students was observed in a math class. A bilingual Cambodian aide in a GAIN job preparation position was assisting the teacher. The class was working on three-digit division problems. The teacher and aide both worked one-on-one with students. The rest of the class also appeared to need this individualized assistance so they were not actively engaged in the activity unless being helped by the teacher or aide.

TEACHING

Teachers in this program are required to be credentialed. Most were reported to also work at the local community college, which was seen as an advantage because of access to a wider pool of resources. Charterhouse has an internal, annual teacher evaluation process.

Some of the techniques observed by task force members during their very brief visit to the program were markedly "Southeast Asian" in style, with rote learning, pointing sticks and traditional organization of classrooms in evidence. While some members questioned how much students were able to learn this way, since the activity did not involve the aide listening for correct pronunciation or checking for comprehension, it was obvious that students felt comfortable in this instructional environment.

Curriculum:

The MELT Curriculum is used as an instructional basis and is supplemented with materials from other sources.

The goal of the program is to provide individualized curriculum. Given the very challenging nature of the language acquisition barriers that these students face, it is hard to comprehend how an individualized curriculum could be achieved without providing consistent one-on-one instruction.

CASAS Life Skills Competencies are taught within six content areas: Consumer Economics, Community Resources, Health, Occupational Knowledge, Government and Law, and Computation.

Testing and Assessment:

The Harvard Hopkins Symptom Checklist, which was normed on Southeast Asians, is administered by Mental Health Counselors through an interpreter to gauge levels of anxiety and depression.

The CASAS test was administered every three months, and though the required five point increase was certainly looked for, there was a realistic acknowledgement that for this particular group of students such an increase was unlikely. Program staff recommended that at least nine months of instruction or three testing cycles be completed before assessment for progress be conducted. Agency staff reported good communication and interaction with GAIN staff who had worked collaboratively on a case by case basis when making decisions about a student's ability or inability to make progress. Though not many students achieved a completion and exited the program, both agency and GAIN staff were able to agree that for certain students, any point increase was to be viewed as a success.

OBSERVATIONS

In the brief moments spent at Charterhouse, it was not possible to do anything but establish a superficial impression of English Language Training instructional practice at this program. However, strengths in other areas were identified. The approach it seemed to take to with its refugee students was a holistic one, based on a realistic acknowledgement of who they actually were and what their starting point was. The consequent supportive atmosphere was felt by task force members. Charterhouse was

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able to augment its ESL programs with a range of supportive services which addressed social, economic, health and mental health needs. Aside from the particular merits of the instructional program, the task force agrees that addressing such issues often gets at the heart of a student's inability to make progress in an ESL program.

This program was unique in its overt acknowledgement that barriers to language acquisition are frequently not linguistic in origin. It is both appropriate and realistic to incorporate strategies to address these wider issues in to an English Language Training environment, especially with a population as challenged as the Southeast Asian refugees who reside in San Joaquin County. This program was truly responsive to the real needs of its clients. It is with regret that the task force has recently learned that the Special Needs ESL program at this agency is no longer funded. We hope that the Special Needs ESL model developed at Charterhouse has been documented so that it can be replicated in other areas in the future.

There was no evidence of student input in organization or content of curriculum.

PROGRAM SITE VISIT: Lao Family Community of Stockton

DATE OF VISIT: September 28, 1994

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

Administrators at Lao Family Community of Stockton reported that the program provided ESL training services to a total of 109 students in the fiscal year 1993-1994. All were refugees and all were mandated to attend classes. Administration also reported that the program had received \$91,386 in total funds to provide ELT services. All of those funds were refugee-specific and were awarded as RESS contracts.

ADMINISTRATION

Lao Family Community of Stockton is a Mutual Assistance Association. The program is located on the second floor of an easily accessible office building downtown. The program runs on a calendar year basis.

All students were referred by GAIN. The referrals to this program are Southeast Asians, predominantly Hmong and Lao with some Cambodians.

At the time of the task force visit, two ESL classes were being offered at Levels I and II with 25-30 students in each. One full-time teacher and one teacher's aide work in this program. The classes take place from 8:00 a.m. to noon and 12:30 to 4:30 p.m. The schedule was created to accommodate the bus timetable.

The enrollment goal of 109 was reached in September. The completion goal for the year was 64. At the time of the task force visit the program staff reported eight completions or employment placements. A completion was defined as passing the CASAS Exit Certification Test with a score of 215.

Lao Family administration reported that the CASAS test is difficult for the students to pass and expressed the opinion that the majority of students don't have the formal

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education background necessary to pass the test. It was also reported that scoring 215 on CASAS does not mean that a student has sufficiently good English skills to get a job.

On arrival, refugees are given a pretest prepared by the teacher. Information from this test along with material received from the GAIN office is used to assess level.

A concern was expressed that there was not enough funding for supplies and teaching materials. Monthly and quarterly progress reports and assessments by the teacher are used to determine when to transfer students from Level I to a higher level.

STUDENTS

Approximately half the class that the task force observed was female. Students varied in age; most were older than 35. Most of the students were reported not to have a formal education background

TEACHING

In the class observed by the task force one full-time teacher was working with a full-time female instructional aide who speaks both Hmong and Lao.

The teacher has an Adult Multiple Subject Credential and has been working with Lao Family for four years.

Levels I and II have the same curriculum shape; Level I prepares students for Level II. The teacher determines when students are ready to move to Level II.

The students were working on a dialogue activity from *Everyday English* in pairs. While the teacher and aide moved around the room to work one-on-one with different students, the rest of the class seemed to lose focus and lapse into "down time." The energy level in the classroom was low. Students were arranged in a traditional classroom style setting, seated at tables in rows, facing the front. It seemed hard to actively involve and engage all students in an activity.

Concern was expressed by the teaching staff that more levels were needed to place these students. There were multiple levels in one classroom.

Curriculum:

The curriculum used for both levels is competency based with content areas such as Basic Communication, Consumer Economics/Basic Computation, Domestic Skills, Transportation, Community Resources, Health and Occupational knowledge. The curriculum is organized as a list of objectives under each content heading in the form - students will be able to: - count and associate numbers with quantities, etc. Material was selected from a list of standard ESL texts.

Testing and Assessment:

As with other community based organizations providing ESL in this County, assessment was conducted by GAIN program staff using CASAS tests. The tests were administered every two to three months with overall student scores reported to the agency.

OBSERVATIONS

During discussions with administrators and staff at this agency, task force members encountered a lot of frustration with regard to the confines in which they were required to work.

Administration in this agency reported that the curriculum stipulated by Social Services doesn't appear to match what the students want. "Students want to learn the language - basic grammar and communication." It was observed that this particular group of students learn very slowly, which would be okay if this was a long-term program, but the pressure is always there for students to progress more quickly and to get a job. It was stated that there is a need to identify slow learners and let them progress at their own pace.

Administration also expressed the opinion that teachers need experience and training in working with rural, uneducated people. "They need to know the mentality of the people; and they need a type of teaching appropriate for students with little formal education."

Administration also stated that student motivation is the overriding factor in success. It was estimated that 60-70 percent of the 109 students referred to the program could actually get a job. The administrator characterized students in the program as belonging to four groups:

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- those already working; and making the system work for them;
- those who are motivated, work hard, and will get a job in the future;
- those who will struggle and still get nowhere, generally with very low self-esteem;
- and, those who have significant social, physical or mental problems and who go on to receive SSI and/or become long-term welfare recipients.

During discussions with administrators at this agency, concern was expressed that U.S. trained teachers sometimes did not understand the implications of differences between U.S. and Asian teaching methods. It was suggested that new teachers need to have cultural sensitivity and knowledge, as well as formal qualifications.

It was recommended by administrators that English should be taught in a formal way which includes grammar because communicative methods take too much time and can be confusing.

It was also stated that some students need longer time in ESL taught in a formal way so that they can acquire a better foundation to pursue higher education. Some staff felt that a simple approach of setting a goal of teaching three to five words a day would be more effective.

Staff also expressed the opinion that completion of the ESL program is a dead-end for most of the students since they cannot do much with what they learn from the training, which is only designed for speaking and communicating on the job.

During the brief class observation conducted by task force members, concern was felt that students were not being "reached." It was suggested that commitment to using unfamiliar teaching techniques which are believed to be instructionally sound such as the dialogue pair work we observed, can, in certain situations, result in students disengaging themselves from the learning process. Task force members had the opportunity to talk with students in this class and some members encountered students who had the ability to communicate well beyond the activity set up by teacher. A task force member talked with one student who had been in the class two years and said that the teacher kept going over the same things. Another students had been in the class a year, and said she felt comfortable with the pace of the class.

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A student reported "If I stay 20 years in this class I still don't learn anything. Some students get tired of ESL, drop out and DSS cut his aid." This opinion echoed what had been reported by other agency staff. They felt that some students simply can't learn. In view of the requirements that they have to fulfill they would rather let DSS cut their assistance than continue to struggle in a program that is not connected to their real needs or abilities.

There seemed to be general consensus that trained bilingual/bicultural teachers would be able to assist the students in this program more effectively.

There appeared to be no formal process in place for students to give input on what happens to them in the classroom or on curriculum content or design.

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BACKGROUND INFORMATION:

Los Angeles County is in Cost Reduction (please refer to Glossary for a full description of this term). For this reason refugees who do not fall within the specified target groups are provided services through a Supplemental Refugee Services program. The Los Angeles County Board of Supervisors has designated the county's Department of Community and Senior Citizens Services (DCSCS) Office of Refugee Assistance as the entity to plan and administer refugee programs.

The following persons are eligible to receive Targeted Assistance (TA)/Refugee Employment Social Services (RESS) funded Services:

- Individuals who have current refugee status;
- Individuals who currently have resident alien status, but whose former status was refugee; and
- Individuals who currently have Amerasian status.

The state's refugee welfare dependency rate was used to determine the minimum acceptable proportion of cash assistance (CA) clients who can participate in TA or RESS-funded services. In establishing a focus toward cash assistance-dependent refugees, Los Angeles County complies with the following requirements:

- Except for TA-funded Extreme and Unusual Needs (EUN) services, all applicants for and participants in TA/RESS-funded services will be CA recipients.
- For the purposes of participation in TA/RESS-funded services, the following are defined as CA clients.
 - a) Refugee Cash Assistance (RCA) applicants and/or recipients;
 - b) Refugee General Relief (GR) applicants and/or recipients
 - c) Refugee Aid to Families with Dependent Children (AFDC) applicants and/or recipients;
 - d) Refugees receiving benefits from the Matching Grant Program. (Matching Grant recipients will not participate in TA/RESS-funded Employment Services activities.)

RESS and TA funds are used to support a variety of English Language Training programs. Some short term, pre-employment training programs may include intensive

VESL, designed to assist in placing in employment as quickly as possible those refugees with transferable employment skills.

ESL is provided to refugees in Los Angeles County in two main components. General ESL is offered at three levels which involve 520 hours of work related ESL instruction conducted within a six-month period and offered for a minimum of 20 hours per week. Voluntary and mandated refugees can only attend ESL classes after assessment at the Central Intake Unit (CIU). MELT is used as the assessment instrument. Students who score at a 0 or 1 Student Performance Level (SPL) and who are pre-literate in their native language are referred to the first level of classes called Preliterate. Students at a 0 through 2 SPL who are literate in their own language or in English are referred to Survival level and students who score at a 3 or 4 SPL and are literate in their own language or in English are referred to the Intermediate level. Pre and post tests are required, with the post test administered at the end of each six-month ESL course for each level. Satisfactory progress is required of refugee students in ESL. The CASAS test is administered after 173 hours, 347 hours and 520 hours. An improvement of three points is required. RCA clients may only receive six months of ESL while other refugee students may receive a maximum of one year of ESL instruction. Students may only repeat the same level once. Refugees may also receive ELT through a program called Pre-employment English Language Training (PELT) in which ESL and preparation for employment (PET) are combined into one classroom activity. The ESL in these classes is focused on employment. Classes are offered 20 hours per week for nine weeks with ongoing classes for ten hours per week until the refugee is placed in unsubsidized employment.

TARGET POPULATION:

The number of refugees coming to Los Angeles County has stabilized since 1988 when over 11,000 refugees from the USSR along with 8,000 refugees from other countries were resettled in the county. The approximate number of refugees initially resettled in Los Angeles County is now approximately 12,000 per year. This is almost double the number resettled in the county each year prior to 1988. Refugees settling in Los Angeles County continue to come primarily from Vietnam, the former USSR, and Iran. Small numbers of refugees come from Romania, Bulgaria, Iraq, Ethiopia, Afghanistan and Cuba. The largest group arriving in Los Angeles over the past year is Vietnamese. The exact number of refugees who have resettled in Los Angeles County is unknown but it is estimated that the number of refugees and former refugees who reside in the county is currently between 250,000 and 300,000, the largest number of refugees in any county in the nation.

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As of December 1990, the Los Angeles County Department of Public Social Services (DPSS) reported that a total of 71,325 refugees receive cash public assistance. In addition, it is believed that there were approximately 75,000 refugees in the county who are not on the public assistance rolls, even though they may qualify. This population is being supported instead by relatives who may be on welfare, or may be employed part-time, underemployed, or supported by a sponsor. From the limited statistics available from the DPSS's RESS and TA Programs, it appears that Southeast Asians remain the largest group of time-expired refugees (those who have been unable to secure employment during the initial eight month cash assisted resettlement period) on public assistance, comprising about 80 percent of all time-expired aided refugees.

Overall, approximately 80 percent of the refugees served by TA funds are Southeast Asians. Eleven percent of those served are from the former Soviet Union and Iran. Other refugees, in far smaller numbers, are from Romania, the Middle East (Lebanon, Kuwait, and Iraq), Ethiopia and Afghanistan.

The statistics are slightly different for the RESS Program because ESL is only offered in RESS and the majority of the Soviet Armenian participants have therefore entered this component. Thus, the ethnic breakdown for RESS is 44 percent Southeast Asian and 23 percent Armenian. The remaining refugees are from various other countries, such as Afghanistan, Haiti and Ethiopia.

LABOR MARKET:

The unemployment rate in Los Angeles county is currently at 7.4 percent. Growth industries include services, retail trade, finance, insurance and real estate, transportation, public utilities, and wholesale trade. Service remains the fastest growing employment sector. Employment decline has been experienced in the government sector, manufacturing and construction industries.

PROGRAM SITE VISIT: Jewish Vocational Services (JVS) of Los Angeles

DATE OF VISIT: October 19, 1994

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

This organization reported that it received \$125,000 in refugee-specific funds in the fiscal year 1993-1994 to provide combined ESL and employment preparation classes to 77 refugees, an estimated 98 percent of whom were mandated to attend. ESL services are not augmented with funds from other sources.

ADMINISTRATION

Jewish Vocational Services of Los Angeles is a non-profit organization which serves mainly Jewish refugees from the former Soviet Union. Refugee students in this county are referred to service providers based on where they live, their level of English and age. Administrators reported that the referral system from the CIU can create problems with "roller coaster" enrollments - sometimes too high, sometimes too low.

Refugee service providers in Los Angeles have just added ESL to the Pre-Employment Program and four providers (including JVS) are now implementing the pilot PELT Program. Classes at this site are offered four days a week, five hours per day for nine weeks. After this initial 180 hours of instruction, ten hours a week are offered until the refugee is placed in employment or leaves the area. The PELT Program is offered to refugees who test at a Student Performance Level (SPL) (please see Glossary for more information on this leveling system) of 2 - 4 on the BEST which is given by the CIU. Those who test below SPL 2 go to regular ESL classes offered by other providers.

Job placement goals are applied to the PELT Program instead of Job Club. Job developers and ESL instructors work with the class.

JVS also runs a mentoring program in which they try to match students with suitable volunteers who have or formerly had contact with the same field of employment

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sought by the refugee. Volunteers from the Service Core of Retired Executives (SCORE) are used in this program.

As an adjunct to this program, loans of up to \$25,000 are available from a Jewish organization for small business enterprise projects. Applicants do not have to be Jewish.

STUDENTS

The students in this program are predominantly Russian and Farsi-speaking. Half are men and half are women. Both RCA and AFDC recipients participate in the program. Many of the students come from professional backgrounds and are well-educated in their native language contexts.

At the time of the task force visit, the program was nearing completion of a nine-week course and there were only eight out of the original 15-20 students left in class, four men and four women. Most were in their late twenties or early to mid-thirties with one older and one younger student.

Many of the students come from professional backgrounds, which causes problems in the acculturation process as they can have unrealistic expectations of what they will be able to do in the United States. For those with medical qualifications from their country of origin, a typical situation is that they can pass the state board of certification examinations but are then unable to get a residency position.

The Farsi speaking students were reported to be very business oriented and likely to avail themselves of the Jewish Free Loan Program. A 99 percent pay back rate was reported by program administrators.

The Russian speaking students were reported to be very motivated to learn English and practiced a lot of home study. Program administrators reported concern about the relatively high number of students suffering, in their opinion, from depression.

TEACHING

Though teaching staff are generally credentialed, it is possible for the Los Angeles County Refugee Coordinator to approve non-credentialed but appropriate staff.

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The ESL presented in the course is all work-related with a heavy emphasis on early employment. Material was presented to students in a lecture style.

No native language assistance is provided in this program, though documents that require student signatures are translated when necessary.

An additional facet has been added to this program with conversation sessions every Friday with volunteers who are recruited through newspaper advertisements placed every six to eight weeks. The aim is for a ratio of one volunteer to three students. It was reported that students very much appreciate having the opportunity to converse with native speakers of English.

Curriculum:

Service providers have designed their own PELT curriculum following the guidelines provided by DCSCS. The PELT curriculum is well-organized and structured. Lessons are mapped out for each day of the nine weeks. There is an additional Job Club style curriculum. Material is drawn from six different standard textbooks according to the focus of curriculum for that week. Objectives for activities are not listed. Brief descriptions of what the students will do during each lesson are given with page references for text book activities. For example: *It's Up to You; "Introduction to the want-ads" pp. 26-32. Elicit from class and teach meanings of ad abbreviations.

Testing and Assessment:

Clients are first tested at the CIU with COPS Interest Inventory Picture Test (higher level) and the John Test (developed by El Monte-Rosemead School District, published by Language Innovations, Inc.) which is described as a simplified BEST.

An in-house developed ESL ability test is administered on entry.

OBSERVATIONS

Flexible starting dates have caused problems and staff reported trying to change from an open-entry/open-exit system to a fixed program length format.

While appreciating the reasoning behind the creation of the PELT Program, some task force members questioned whether it was really accurate to describe it as an English

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Language Training program. One task force member described it as a "crash course in employment-related English and a job search program combined." That is not to say that it is not appropriate for the purpose for which it was designed, but perhaps suggests that it would be more appropriate to describe it as a Job Club for non-native speakers of English, using a "sheltered" English approach.

The students in the class we observed had a very sophisticated mastery of the English language. In one class we observed, questions asked by students included: "Isn't it necessary to mention some other weaknesses?" and "Should we say something about our interpersonal skills?" According to program administrators, this class was a slightly higher level than the program has typically experienced.

The students in this program clearly have very high level abilities and are able to access "Western style" teaching methods with few problems. Some task force members suggested that this in fact reduces pressure on instructional staff to be innovative and creative in their instructional delivery style. For example, students observed in one class were volunteering information in English and the teacher could have capitalized on this and elicited more, as opposed to asking her simple question of "what would be a good answer?"

Some task force members felt that the extremely high level of the students made it possible for instructional staff to relax their instructional standards since these students were capable of compensating for any deficit in teaching input. Task force members observed new vocabulary being taught orally with no written presentation of the new words. Though this may have resulted due to the disruption of the task force visit to the classroom, we do want to acknowledge and emphasize the intense instructional demands and the need for finely tuned and well developed classroom practice associated with high level students. Though not necessarily the case in this program, it is sometimes true that the presence of more able students in a class can lead to relaxed standards for instructional practice.

The students sat at a distance from the teacher and were separated from her by an expanse of table. It was felt that this was not a very interactive atmosphere or a room conducive to communicative activities. The physical situation and limitations reinforced the static nature of the presentation/lecture that we observed.

Inquiries about avenues for student input to program and curriculum design and content were not made at this site.

PROGRAM SITE VISIT: United Cambodian Community - Los Angeles

DATE OF VISIT: October 19, 1994

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

Information on funding for this program was not received.

ADMINISTRATION

United Cambodian Community is a Mutual Assistance Association directed by a former refugee. It is the third largest contractor for Los Angeles County DCSCS with contracts in the amount of approximately \$800,000. There are several office locations. Both ESL and Pre-Employment Training (PET) are offered.

The director of this agency meets with the teachers every morning to discuss any problems.

Staff reported taking a whole family approach which includes the provision of on-site child care.

Three classes are currently being offered. The program started with 60-70 students and now has about 30 since the others have been placed in employment.

Three levels of classes are offered, each for a possible maximum of 520 hours. It was reported that most students do not complete all 520 hours because they are placed in employment before the end of their time limit.

Classes are offered on an open entry/open exit basis with five-hour days, four days per week and an eight-hour day on Wednesdays. The curriculum focus of all classes is on employment. Extensive native language assistance is offered to students.

Program staff reported that the majority of students are placed in the following employment areas: tailoring, electronics and restaurant/hospitality.

STUDENTS

The majority of students in the program at the time of the task force visit were pre-literate or low-level beginners. It was reported that this is the first year that the program has served students who can not read and write their own language. It was also reported that most students now are over the age of 40.

The majority of students served are Vietnamese, Russian and Cuban.

Classes are open-entry/open-exit, there are usually three different groups of students cycling through a class at the same time. Former students are hired as both teacher's aides and teachers.

TEACHING

The focus of all instruction from the outset is employment-oriented. In addition to material that deals directly with employment preparation, the curriculum also covers handling money, checking accounts, etc. The course includes field trips to DMV and the Social Security office and also trains refugee students to handle doctor's office visits. In addition to employer visits to the classrooms, students are taken on field trips to job sites. Roundtable discussions are scheduled as part of morning activities. Translators are always used for newcomers to the program.

Task force members met two former students, one Vietnamese and one Russian, who are now working as teachers in this program.

Curriculum:

A variety of standard ESL texts are used as the instructional basis, with the Laubach *Way to Reading Series* used as the core. Staff reported that completion of this series takes about five months. The literacy curriculum includes a general course description with the objective of teaching students "to read and write in a systematic development of basic reading and writing skills." General objectives include students being able to know phonic skills, word recognition skills, comprehension skills, spelling skills and study skills. Mainly phonics based performance objectives are listed for activities throughout the literacy curriculum.

Both the General PET/ESL curriculum and the Occupational Cluster PET/ESL curriculum are more competency based and suggest the use of task related and

interactive activities as appropriate classroom practices. The Occupational-Specific PET/ESL curriculum includes the following content areas: Equipment, Procedures and Processes Quality Control and Inspection, Safety, Protections Materials and Special Uniforms.

Testing and Assessment:

In the absence of specific information it is assumed that testing and assessment is carried out according to the guidelines established by the Los Angeles Office of Refugee Assistance.

OBSERVATIONS

Task force members felt that this was a very dynamic, high energy program with an overt early employment focus underpinning every activity. There was a definite atmosphere of insistence on the urgency of the need to work and a determined troubleshooting approach to possible barriers to employment. Refugees are assisted to consider the practical implications of becoming employed in one-on-one sessions with program staff to calculate likely changes in income and health insurance. In addition to newspaper articles about welfare fraud, motivational success stories about refugees and immigrants were displayed on the UCC premises.

While the use of former students as teachers and teachers' aides definitely has its advantages, some task force members felt concerned that sound ESL instructional practice was being sacrificed for the sake of the concerted push to early employment. It may be that this trade-off is justified, but it is certainly true that the brief class observation conducted by task force members revealed ESL instruction that was not of a particularly high standard. The degree to which this matters depends on the goals and the objectives of the program. This situation is representative of an issue central to the work of the ELT task force. Although we did not see job placement statistics, this program appeared to be highly effective in providing the necessary "push" and impetus to place even low level English speakers in employment. If this goal overrides all others, then clearly this program is to be congratulated, despite the fact that ESL is not necessarily being provided in a particularly sophisticated or effective manner.

A long-term concern remains with regard to the future of refugee students who are placed in employment in such circumstances if the ESL training they initially receive has been somewhat cursory. It is necessary to ask if they have been provided with

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adequate language skills that will equip them for long-term participation in the workforce. Of course, it is hoped that all refugees will continue to seek out further ESL training once they have become employed, but at present this can often prove to be very difficult from a practical point of view. It remains true that in current circumstances the pre-employment ESL training window of opportunity is very important and the quality of that training can have long-term consequences. This is especially true in a situation where, as UCC staff reported, individual motivation and self-esteem are such key factors in student success.

There appeared to be no formal process in place for students to give input on program and curriculum content and design.

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PROGRAM SITE VISIT: Los Angeles Unified School District - Olive Street Location

DATE OF VISIT: October 19, 1994

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

The Los Angeles Unified School District (LAUSD) Refugee Employment Training Project served a total of 420 ESL students during the fiscal year 1993-1994. All were refugees. Agency staff reported that 95 percent were mandated to attend classes while the remaining five percent attended voluntarily. For the fiscal year 1993-1994, LAUSD was in receipt of \$208,334 in total funds to provide ESL instruction to refugees. All of these funds were designated as refugee-specific. Agency staff reported that these funds were supplemented by \$75,690 in funds from other sources as well as in-kind contributions from LAUSD.

ADMINISTRATION

LAUSD has five sites for ESL, serving 5500 students in all. They have 80 refugee students in the VESL program at this time.

Students can be concurrently enrolled in the work-related ESL program at this site and a Job Search/VESL lab three to ten hours a week at another site. Job Search starts from day one. The philosophy of this program is to assume that everyone who is referred is employable. Successful completion of the program is defined as getting a job.

RCA students in this program are limited to six months; AFDC recipients are limited to one year. They are evaluated once a week by a PET program staff worker. Extensions are rarely given. At the time of the task force visit, three to four students were reported to be at a pre-literate level.

As part of the Key States Initiative which gave Los Angeles County greater latitude in awarding funds, this program received rollover discretionary funds August, 1994, to run a demonstration project for very early referrals. Newly arrived refugees are referred to the program within their first ten days in the country. Such referrals can

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only be AFDC cases or RCA cases that have a connection with an AFDC case so as not to divide families.

Effective August 1, 1994, staff from referring voluntary agencies (VOLAGS) are available to offer counseling assistance to promote the early employment goal. Six VOLAGS are involved in making these early referrals to LAUSD's program. A maximum of six months is permitted in class, though program administrators report that few of the early referral clients would be likely to stay as long as six months. This project receives \$250,000 and has a goal of serving 240 people.

In the work-related ESL program, 20 hours of ESL are supplemented by four additional hours of community activity which is mandated by the DCSCS and is designed to promote natural application of English language skills through field trips and other similar projects. The additional three hours of Pre-Employment Training (PET) can be increased as job developers see fit.

STUDENTS

The task force observed two classes during their visit. Both were ethnically mixed, though the majority of students were Vietnamese. In one class of 21 students, four were African, three were Bosnian and the remainder were Vietnamese. Classes had approximately equal numbers of male and female and older and younger students.

TEACHING

All teachers in this program are credentialed according to state guidelines. Task force members observed interactive, high energy classrooms with highly competent teachers, conducting well paced, coherently structured lessons.

In one classroom, task force members observed an excellent model-teaching technique in the presentation of a lesson requiring students to master new phrases and ultimately interact in a dialogue. The entire class was involved in multiple repetitions of phrases modeled by the teacher before the class divided into halves to ask and respond to the target questions. This was followed by pair work on the same dialogue. All students were actively engaged and had the opportunity to practice the target language many times while hearing repeated modeling by the teacher. Their success in completing the dialogue in pairs was reinforced by energetic and swift "round the room" monitoring by the teacher.

Curriculum:

LAUSD has produced an extensive PET Bibliography which lists appropriate books and resources for different competency areas. The bibliography includes an alphabetized list of resources and an index.

A work-related ESL curriculum guide has been produced which outlines competencies, functions and grammar structures that students at each level will be able to achieve. The approach to ESL instruction in this program is described as "eclectic, oriented toward the development of communicative competency," with the maximization of student participation as a central goal.

Testing and Assessment:

Students are tested at the CIU with the John Test (Language Innovation, Inc.). This is a test of listening and speaking skills and is described as a simplified, quicker version of the BEST. Students are then re-tested at LAUSD to verify placement decisions. A level appropriate for students who are indicated to be pre-literate in the native language has been created and an in-house version of the BEST is used to determine appropriate placement in this level. The CASAS test is used for both pre-and posttesting. Program staff reported that they felt there was a problem with scale scoring of CASAS tests, particularly at the higher range. In general, BEST was considered to be much more valid but also too time-intensive to make its sole use practical.

OBSERVATIONS

Much of the discussion between staff and task force members at this program centered around issues of student motivation. The difference in motivation between RCA clients and AFDC clients was noted and this led into observations by staff about the motivation level of the early referral clients. The majority of these clients are AFDC recipients but referral to the ESL program within ten days of entry to the U. S. means that they have had no real experience of welfare receipt. This very early intervention was seen to have distinct advantages in that clients had had no opportunity to be "tainted" by the potentially conflicting goals of other programs. Staff saw the early referral program as an opportunity to realistically promote early employment as the foremost goal for refugees. This obviously becomes more difficult the longer a refugee has been on welfare. However, it was noted that the intense culture shock felt by new arrivals required a flexible and sensitive response by program staff who need to recognize the appropriate moment to "back off" from such overt and focused

"employment first" pressure. If situations are misjudged, it can result in students rejecting the approach entirely and perhaps even refusing to participate.

At the time of the task force visit, the early referral program had just started and it is therefore not possible to comment on its efficacy. A second year of funding seems likely and extensive tracking of clients to determine the long-term effects of early referral and early employment is absolutely vital. Of greatest interest is whether such an approach actually leads to long-term self-sufficiency as opposed to initial but unsustained participation in the job market. Also of interest would be documentation of participation in further language and work training by these demonstration project clients.

The obvious advantages of capitalizing on the energy and excitement of new arrivals and using this positively to launch them onto an employment oriented path was illustrated to task force members by visits to classes at this program. Some students who had been in the United States for a very short period of time were clearly delighted to be participating in such a high energy program so quickly. They seemed to be very proud of the employment goals they had and assumed in everything they said that they would be working very soon.

An obvious addendum to this observation is that the success of such a program depends heavily on the local job market. For a program to take the approach that everyone is employable, as this program does, is only reasonable if there actually are realistic job opportunities for clients. To "push" clients who might not, in fact, be immediately employable, due to the constraints of the local job market, could be interpreted as "setting them up" for failure. It is for this reason that some members of the task force give measured and only qualified support to this demonstration project.

An interesting fact was observed by task force members during their visit to this program. It is often the case that educators feel at odds with the strong, early employment focus that is generally promoted by county Departments of Social Services. In the business to promote greater participation in adult education services in general, educators often have mixed feelings about time-limited programs which push refugees to seek out and accept employment at the earliest possible opportunity. This is, of course, part of the ongoing debate into what is actually in the best interests of refugees. What was marked in Los Angeles County was that LAUSD is perhaps the fiercest advocate of the early employment philosophy. Administrators and staff expressed frustration with the fact that students sometimes get signed up with private vocational schools that encourage an "education first, employment later" approach to

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acculturation. Students who have encountered such programs are reported to be much harder to work with since their goals are likely to run contrary to the early employment focus. In addition, some students are persuaded to enroll in vocational training programs at private institutions and apply for Pell grants to fund them. They may not realize that receipt of Pell grants is limited and that assistance with a vocational program may prevent them from receiving assistance to fund a two or four year college course at a later point in their life.

Staff at the LAUSD site also commented on the developing collaborative relationship between voluntary agency staff, LAUSD instructional staff and Office of Refugee Assistance staff. They felt that it was particularly important for refugees to encounter a consistent message from all the agencies with which they interact.

Inquiries about avenues for student input to program and curriculum design and content were not made at this site.

PROGRAM SITE VISIT: Armenian Evangelical Social Service Center (AESSC)

DATE OF VISIT: October 19, 1994

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

The Armenian Evangelical Social Service Center (AESSC) served a total of 244 ESL students during the fiscal year 1993-1994. All were refugees. Agency staff reported that 98 percent of the students were mandated to attend classes while the remaining two percent attended voluntarily. For the fiscal year 1993-1994, AESSC was in receipt of \$171,000 in total funds to provide ESL instruction. All of those funds were designated as refugee-specific. Agency staff reported that those funds were not supplemented by funds from other sources.

ADMINISTRATION

The Armenian Evangelical Social Service Center is a Mutual Assistance Association which provides services under contract to Los Angeles County's Office of Refugee Assistance. At the time of the task force visit, AESSC had a contract to provide a PELT program, which means that the agency is responsible for job placement as well as English language instruction.

STUDENTS

The target population for this program is older Russian refugees, with few employment skills.

There were 16 students in one of the classes visited by the task force. Half of the students were male and half were female.

One task force member talked with three students - two men and one woman. The woman was in her late 20s to early 30s, and seemed a little more positive about being able to get a job in the clerical field. They all talked about discrimination against older workers. They also noted that the competition for jobs in their area is very high. In general they were quite negative and sounded a little hopeless about being

able to improve their situations. They seemed inclined to rely on extended family members who have been here longer and who are working now.

The second class observed by the task force had 15 students, ten women and five men, who had been in the U.S. for an average of ten months. All were well-educated. The majority of these students identified personal motivation as a key factor in successful acculturation and said they all hoped to go on to college. Many said that one-on-one interaction with Americans would be the most helpful instructional activity for them.

TEACHING

While it may be the case that the program wishes to maintain a very flexible approach, the concern was again raised by some task force members that the goal of employment placement was perhaps being promoted at the expense of good ELT instructional practice. This is reflected in the approach to curriculum structure.

Curriculum:

A specific curriculum for this program has not been drawn up but is rather represented by an eclectic mix of material drawn from a variety of different sources but all employment related. Some of it is used "as is" and some is adapted by program staff. Much of the material shared with task force members involved a lot of reading with no indication of how interactive, communicative activities would be developed from the text. Specific competency objectives are not outlined.

Testing and Assessment:

In the absence of any other specific information it is assumed that students are tested according to the guidelines established by the Office of Refugee Assistance. (See LA County Background Information section).

OBSERVATIONS

The program is totally geared to employment. One task force member asked of this and other PELT programs, "Are the English language training objectives de-emphasized as compared to the job placement goals? Is it a Job Club or ELT?" Perhaps it is better to keep English Language Training and job placement separate but refocus and rename ELT classes that are specifically geared toward preparation for employment? There is and should be a difference between Job Club and ELT. The

application of language learned in the ELT classroom should definitely be the responsibility of instructional staff, but linking job placement responsibilities to the same program may shift the focus away from good ELT instructional practice.

Our time at this program was very short and we are always reluctant to pass judgment based on brief, perhaps unrepresentative impressions. However, it is useful to make general observations on the basis of those impressions in the hope that constructive criticism may generate further discussion and positive developments in all programs.

One of the advantages of MAA based programs is that staff are often of the same ethnic group and/or religious persuasion as their refugee clients. Several of the teachers and assistants involved with this program are Armenian. Also, there is often a volunteer network and other community resources to draw on. However, one of the problems that community based organizations can encounter is isolation from and a general lack of interaction with the education arena. This can mean that CBO based instructors may have fewer opportunities to maintain and upgrade their instructional skills. Indeed, it may even mean that they may never have had access to training in specific ELT techniques such as grouping strategies, minimization of teacher talking time (TTT), correction techniques, total physical response, etc. The trade-off between an increased sense of having access to the more comprehensive support mechanism an MAA can offer and the risk of slightly lower instructional standards, is difficult to balance or to assess.

Task force members encountered a talk-time session during their visit to this agency in which a class was observed playing a question and answer board game. Though the concept of the game was good, some task force members were concerned about the correction techniques utilized by some instructional staff which, at times, seemed to verge almost on ridicule. It is possible that such an assertive approach might be considered appropriate with certain groups of students, but most task force members felt uncomfortable with it and noted that it would certainly not be considered a good correction strategy in best case scenario English Language Training. In addition, it was felt that entire class participation involved a lot of passive time for all but the single student being asked the question. It was felt that a potentially productive activity was not being utilized in the best way possible. It might have been better to divide the class into groups and have each small group play the game with monitoring assistance from the teacher and the two aides/volunteers who seemed to be available to this class. It was the observation of this class that initiated discussion of the potential isolation of MAA based instructors from the adult education training arena.

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There appeared to be no formal process in place for students to give input on program and curriculum content and design.

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BACKGROUND INFORMATION:

At the time of the Refugee English Language Training Task Force visit, San Diego was in a Greater Avenues to Independence Program (GAIN) cost reduction mode. This means that only identified target groups of Aid to Families with Dependent Children (AFDC) recipients were served through GAIN. Target groups can briefly be described as public assistance recipients who have been on aid for longer than 36 months, unemployed parents under the age of 24 and/or without a high school diploma or members of a family in which the youngest child is within two years of becoming eighteen.

Refugees in San Diego County are assessed for public assistance eligibility at the Department of Social Services Income Maintenance unit. Those refugees who are considered eligible for AFDC receipt are then referred to the Refugee GAIN program. Refugees who fall within the target group specifications would then be required to participate in the GAIN program and could be referred either to the community college system if in need of English Language Training, or to community based organizations if in need of employment and/or vocational training. These services comprise the Refugee Employment Services program supported with refugee specific funds [Targeted Assistance (TA), Refugee Employment Social Services (RESS), Mutual Assistance Association (MAA)].

Refugees who do not fall within the target group can participate in a voluntary service system. They can either self-refer to English as a Second Language (ESL) or other classes in the Community College system or they can volunteer for participation in Refugee Employment Services provided by Community Based Organizations (CBO) and MAAs. Projects offered at these agencies are required to have Vocational English as a Second Language (VESL) components.

If Refugee Cash Assistance (RCA) clients are unable to find employment before the end of their eight month cash assistance time limit, they are eligible to apply for General Relief and would still be eligible for services in the Refugee Employment Services (RES) Program.

Although all refugees in San Diego County are eligible to participate in the Refugee Employment Services offered by CBOs and MAAs and funded with refugee specific money, priority is given to refugees who are receiving public assistance.

TARGET POPULATION:

It is estimated that approximately 82,000 refugees and former refugees are currently residing in San Diego County. Of that total almost 54,000 are Southeast Asians, including Vietnamese, Lao, Hmong, and Cambodians. Although the number of Southeast Asian refugees entering the United States is down from earlier years, there is a continuing influx of new arrivals to San Diego. Secondary migration is one factor that contributes to the ongoing increase in this region's Southeast Asian population. San Diego is also home to large refugee communities from Africa, Eastern Europe, and the Middle East.

According to data compiled by the San Diego County Department of Social Services, in November 1991, 12,161 refugees received cash assistance. This figure represents seven percent of the total cash assistance population. A total of 638 time-eligible and 11,523 time-expired refugees are receiving cash assistance in the County. Based on an average of 5.9 persons per household, this equates to 2,061 cash assistance heads of households eligible to participate in RESS-funded programs.

LABOR MARKET:

As of November 1991, San Diego County's unemployment rate averaged 5.6 percent compared with an estimated rate of 7.6 percent for the state. It is anticipated that the local rate will continue to fall below the rates for both the state and the nation.

Over half of new jobs are expected to fall in the service industry, which is currently the number one employer, and in wholesale-retail trade, which ranks second in the number of persons employed. The expanding growth in the trade and services sectors will continue to create a demand for various categories of service and clerical workers. Trends indicate that manufacturing jobs, as well as those in the construction, transportation, public utilities, and government and finance sectors, are expected to show slow growth. Employment opportunities, though moderate, will therefore be mostly in the services and trade sectors. Electronic assembly occupations are known to be occupations with a high turnover rate that persons can enter at minimum wage.

The majority of the new job opportunities through the year 2000 will be concentrated in the North City, South Suburban and North County areas. These areas are removed from the major impact areas that experience the highest unemployment

such as Central and Southeast San Diego which are, in addition, the areas in which the majority of refugees live.

Refugees are believed to experience a higher rate of poverty and unemployment because of limited English-speaking ability, lack of work experience, no specific skills training and deficiencies in the basic skills area. Those refugees receiving AFDC have additional barriers to training and employment in that they have child care responsibilities and second parents are likely to have never worked for a salary.

ADDITIONAL INFORMATION:

Senate Bill 689 became law in September, 1991 establishing a three-year pilot program in Napa, Santa Clara, Stanislaus, and San Diego Counties. The new law permitted each pilot county to waive or modify state GAIN program requirements and redesign specific portions of the GAIN program within federal regulatory limitations. In 1992, when it was implemented in San Diego County, the GAIN program formed a "monolingual/refugee task force," the goal of which was to develop strategies to focus on early employment so refugees and other clients whose primary language was not English could become self-sufficient more quickly and exit welfare.

On the recommendation of that task force, a policy which limited ESL training to a six-month period was implemented. This new policy included a provision that would allow GAIN Refugee Service workers to conduct employment appraisals immediately after refugees completed the GAIN program orientation. This appraisal consisted of an evaluation of refugees' skills, aptitudes, education, work experience and English proficiency level.

In the past, the monolingual and limited English speaking GAIN refugees had attended ESL classes until they scored 215 on the CASAS test.

Refugees often stayed in these ESL classes for several years. When students scored 215 on the CASAS test and were then evaluated for other GAIN components, it was found that they still could not speak enough English to participate, for example, in job clubs conducted in English. As a result of this program policy, more than half of the refugees in the GAIN program were attending ESL classes for several years. Furthermore, basic education learning centers had long waiting lists, and the number of refugees becoming self-sufficient and exiting from welfare was small.

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With the implementation of the new policy involving employment appraisal immediately after the GAIN orientation, a short-term employment goal is identified and if it is considered that refugees need ESL training, they are referred to ESL learning centers. If the refugees do not progress or an attendance problem without good cause occurs, the GAIN Refugee Services workers will remove them from these classes. If any refugee is absent for 15 consecutive hours, the learning centers notify the GAIN Refugee Service workers who conduct a cause determination.

If after six months of ESL a refugee is considered ready to move on to the next GAIN component, workers assess the refugee's English level to determine readiness for entry-level vocational training programs. The training programs are provided by the GAIN program and RESS providers. The following programs are provided by the GAIN program: work experience, job clubs, job search and co-enrollment activities. The services provided by the RESS providers, San Diego Community District, and The San Diego Regional Occupational program include: VESL, ESL and vocational training.

Since 1992 when this ESL time-limit policy was implemented, the number of refugees in ESL classes has been reduced and there are no longer waiting lists. GAIN program staff believe that refugee students take their participation in the GAIN program more seriously. During fiscal year 1993-1994, 67 refugees who completed only six months of ESL became employed. From July to October 1994, 40 refugees who had completed only six months of ESL became employed. Follow-up retention statistics are not yet available.

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PROGRAM SITE VISIT: Mid-City Center (GAIN ESL Lab, General ESL)

DATE OF VISIT: November 29, 1994

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

Information on funding for this program was not received.

ADMINISTRATION

San Diego County is in Cost Reduction, therefore GAIN is serving only target populations. Only refugees within the GAIN target groups are required to participate in service components. Those in non-target groups can volunteer and will be offered ESL through GAIN classes at the community college sites. Refugee clients receiving RCA are referred to CBOs and/or MAAs for employment and training services including VESL.

An "up-front assessment" of a refugee's skills, aptitudes, education, work experience and English level proficiency is conducted and a short term employment goal is established. The GAIN Refugee Services workers determine the need for ESL to reach the short-term goal by administering the CASAS reading test.

During participation in ESL classes students will exit before the end of the six month time limit if a score of 215 on the CASAS test is achieved. The possible six month participation in ESL is dependent upon improvement and progress. At the end of six months there is an evaluation to see if the individual is ready for his or her employment goal. Depending on a refugee's short term employment goal, once six months of ESL has been completed, he or she is referred to GAIN components such as VESL programs, vocational training, work experience, job clubs, job search and co-enrollment programs. This means participating in two components simultaneously. GAIN Refugee Services workers generally ask a refugee client to enroll in both a vocational training program and an ESL or ABE class.

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GAIN non-target groups go through a voluntary system with CBOs providing services. Two orientations per month are provided by GAIN. At the GAIN orientation the CASAS reading test is given. If the client scores above 215, the Social Worker does an appraisal. If the client scores below 215, he or she will be referred to the ESL lab for six months. Students attend three hours per day in a regular ESL class and two hours in the GAIN ESL Lab. Regular ESL enrollment is a mix of GAIN AFDC and all other students. The time limit of six months is imposed with strict progress evaluation and attendance records. The goal is to provide a stronger employment focus with short term goals.

In the City of San Diego, the San Diego Community College system offers non-credit adult ESL classes. In the general ESL program there are seven levels. A minimum of 23 students must be enrolled in each class for financial viability. Typically, classes have approximately 28 students. The classes are ethnically diverse with Hispanic, Vietnamese, Somali, Ethiopian, Lao, Iranian and others represented. Outside of the city, the K-12 system provides ESL classes for adults. The Community College District has six centers; Mid-City is the largest.

There are two refugee projects in the City of San Diego:

1. Refugees can be served through a number of different GAIN education components: ESL GAIN, ABE GAIN, VABE GAIN, and GED GAIN.
2. The Wilson Fish Project at San Diego Catholic Charities is a program that utilizes a curriculum similar to the one used in the Community College System and the Community College District also provides instructors.

There is a high population of new arrivals from Vietnam in this county. These students generally arrive literate but with low level speaking skills. There are also large numbers of refugees from Somalia and Ethiopia. The Somali community in the San Diego area is the largest in the United States.

ESL students are placed into classes according to their language proficiency levels determined by a short in-house placement test. The test involves a brief oral interview and a short reading passage. The seven levels into which students are placed range from beginning ESL literacy to a high advanced level as defined by the State Model Standards. ABE students are placed into beginning, intermediate, or advanced classes or learning labs according to their reading levels which are assessed using the Adult Basic Learning Exam (ABLE). Student progress is monitored through both informal

and formal assessment tools. Pre-and posttesting is done using the CASAS Reading and Listening tests for both ESL and ABE students.

STUDENTS

Task force members observed part of the GAIN lab class which is the two hour class specifically designed for GAIN ESL students and only open to them. Participation in the GAIN Lab involves individual work on computers at each student's level, from beginning to intermediate. Tasks include hearing language, identifying verbs, and usage patterns. Students alternate days on computers. A broad multi-level range of tasks is involved. Students work to help each other on the computers. They are partnered to assist each other and do peer tutoring which is designed to promote confidence building.

Of the 70 GAIN ESL clients enrolled in the Mid-City Center program at the time of the task force visit, 66 were refugees. GAIN ESL students are divided into two basic levels. Beginning, for students who study for the remainder of the instructional day in Levels 1, 2 or 3, and Intermediate, for students who are at ESL Levels 4, 5 or 6. The students observed by the task force were a multi-level, multi-ethnic mix of different age groups and both sexes.

In the mainstream classes teachers reported a wide disparity in student ability; for example, Somali students are generally preliterate or marginally literate in their primary language, therefore they have to be taught literacy. Vietnamese students are often highly literate in their primary language but have low English speaking skills. In the evening programs, Hispanic students are in the majority.

The ethnic and linguistic diversity of school sites involves instructional staff in a wide range of challenges. Though teachers reported a need to be cautious when pairing students for conversation and other activities (for example, Somali women should not be partnered with male students), very few problems due to cultural differences were noted. A request involving the Somali students who wanted to pray at regular intervals and wash beforehand was successfully negotiated. Some Somali women were reported to have been ostracized due to their desire to enter the workforce. This cultural community issue spilled over into the school setting.

TEACHING

ESL teachers of non-credit ESL classes in the San Diego Community College District are required to have a Bachelor's Degree in TESL, linguistics, a foreign language or other related area and a completed TESL certificate.

Class Observation of GAIN Lab Low level class: The teacher kept the class moving at a good pace. The activity was about jobs in a restaurant. The first hour is usually whole class and teacher directed. For the second half of the lab, students either work individually in their own workbooks, or on the computer in individualized instruction modules.

Some team members noted an excellent teaching style, great pace to the class and varied activities to keep the students engaged. This was clearly an experienced, well trained and well prepared teacher. Very good interaction and involvement of students was noted.

A special needs group was working with an instructional aide in the same classroom. These students were all pre-literate.

Students work on computers two days per week and have a schedule which involves them in a rotating series of activities which are varied to include whole class instruction, book-based learning, small group activities and computer assisted learning.

All GAIN ESL students spend 50 percent of their time in classroom instruction and 50 percent in individualized computerized lab activities.

Class observation of lowest level mainstream ESL class: The students were mostly women and were taught by a female Lao teacher. Students were taking turns writing on the board. Task force members wondered if this is sufficiently engaging for such a large class. This very basic writing on the board was obviously challenging for this low level class of 26 students. How effective can even the best teacher be in a situation where literacy students requiring intensive small group instruction must be taught in such a large class? There is obviously a trade off between funding constraints (in this case, needing to maintain class size at a minimum of 23 to make it pay for itself) and good instructional practice. The teacher exhibited very finely tuned cultural sensitivity and task force members noticed a good atmosphere in the classroom.

Curriculum:

All material in the GAIN Lab is General Vocational in orientation. Mainstream classes use a functional approach but try to apply the material a vocational context. Other emphases in the curriculum give greater focus to language outcomes which are not necessarily content related so that students will be able to comprehend a simple, general conversation.

Until recently, a competency-based instructional approach called for teachers to use whatever materials they felt were appropriate. This year texts have been assigned by level and instructors have been required to use texts from a list of recommended titles. Teachers were asked for input and they opted for a topical organization of material pulling from a range of sources rather than selection of a specific text to work through from beginning to end.

ESL Model Program Standards developed in 1992 through the California Department of Education are being integrated into district course outlines and instruction.

The design of the Beginning Level GAIN ESL Lab program emphasizes literacy practice, oral communication and computer assisted learning which is designed to develop personal initiative.

The task force had the opportunity to observe a section of the computer based learning activity when students worked in pairs. A variety of software is used in this class and the program is selected according to the ability of the student. Staff noted that there was a shortage of software available for pre-literate and very low-level ESL students. They reported that one of the low level options, Project Star, was thought to be particularly unhelpful. A new program that they had just started using, MAC ESL, was found to be very good. Staff particularly liked it because it is interactive.

Testing and Assessment:

A monthly progress chart is completed for all GAIN students. This includes teacher comments and the CASAS score. While teachers reported that the leveling of students according to the CASAS test appeared to be consistent, they also stated that test taking ability was being measured as much as language ability. Teachers noted the need for multiple sources of assessment that take the nature of the students into consideration. An informal process of teacher assessment is used to determine movement between levels. One teacher expressed a concern: "What documentation do we have that

students are making progress? We need something more effective." The coordinator of programs at this site is working on a sabbatical project to create level exit tests that will be linked to the California State Model Standards for Adult Education Programs.

Instructional aides are only available in the GAIN lab at this program. Teachers felt that aides were "essential" to the program, both to ensure student progress and to assist with performance based proficiency assessment.

A lot of communication between DSS staff and teachers was reported by teachers and administrators on issues of student assessment.

OBSERVATIONS

Task force members were, for the most part, highly impressed with this program. Teachers were clearly well-prepared, well-trained and reaching their students. The program is obviously cohesive, well designed, thoroughly researched, and it incorporates specifically developed elements, such as computer software for the GAIN Lab, to complement the Survival English curriculum.

The major concern that members expressed about this program was the nature of the referrals. Teachers were concerned about, and task force members noticed, several issues that all involved pre or marginally literate students who had been referred to the GAIN ESL program. For such students, the benefits of individualized computer assisted learning are questionable.

Teachers in this program appeared to task force members to have a very realistic appraisal of what was possible for pre-literate students within a six month time limit. It is quite clearly not possible to transform a non-English speaking pre-literate individual into someone who has marketable employment-oriented language skills in the period of six months. This issue is further complicated by the fact that not having *any* English skills does *not* necessarily mean that a person is unemployable. It is possible for a pre-literate refugee to go through six months of ESL training and be placed in employment at the end of it, without these two things being causally linked. The concern is perhaps that there is an assumption made that six months of ESL instruction is "enough." It would be more appropriate to say that six months of ESL instruction is available but also acknowledge that for pre-literate students, such a short period of instruction makes them only marginally more employable.

A parallel concern is that six months of ESL for pre-literate students with job placement following it, realistically involves only minimum wage, entry-level positions with few advancement opportunities or workplace interaction that results in improved language abilities. To present placement in such a job as a "success" is to be questioned. Though it represents employment, it does not necessarily represent a stepping stone toward self-sufficiency, (which we must acknowledge as the ultimate goal), unless participation in the entry-level position is accompanied by ongoing support and language training activities that will prepare an individual for improved employment opportunities. The time limit that was imposed on participation in the ESL program has evidently created a sense of urgency which helps to nurture a necessary incentive for refugee students. However, the concern remains that absolute time-limited ESL participation, while perhaps serving the purpose of achieving better employment goals for refugees in the short run, can in the long run be at the cost of the more important goal of achieving and maintaining self-sufficiency.

Teachers' concerns reported during the site visit:

- For GAIN refugee clients with very low literacy or disabilities, it is not always possible to respond appropriately to their needs.
- 6 months is not enough time for a pre-literate student to become literate and employable.
- At best we can perhaps try to build confidence and basic ability to read.
- Should we focus all lessons on work/cultural orientation?
- Test taking is a developed skill, and often test results do not give useful information about language ability. Age can also be a factor.
- "In language-acquisition, multiple-indicators of proficiency or progress are essential."
- Instructors are frustrated because students have low primary language literacy and many may have learning disabilities. "If we're not getting job-ready people, how can we give them sufficient employability language skills in this context?"

The time limit has instilled a lot of rigor into the curriculum. This approach was characterized by one administrator as "kick-butt ESL!" The door is locked if students come late to class and there is encouragement to see participation in class as a privilege not to be wasted. Some teachers also acknowledged the need to stop "nurturing" and "sheltering" students in an instructional environment and that this often runs counter to the long term interests of students. Teachers acknowledged the need to instill students with a sense of urgency as the most important, motivating factor. However, it was also acknowledged that it is unrealistic to refer a pre-literate student with a 6 month ESL instruction limit and an early employment focus.

Although task force members were generally impressed with the structure of the computer program that has been developed for the GAIN Lab, there were some potential concerns. For example, computer assisted learning does present its own set of problems. A major overhaul of hardware is required on a regular basis to keep abreast of developments in technology and also individualized computerized learning does not necessarily lend itself to a totally integrated curriculum.

It was noted that the physical situation in most classrooms was very difficult with space shortages and different group levels within the same classroom competing for sound.

Inquiries about avenues for student input to program and curriculum design were not made at this site.

SAN DIEGO COUNTY

PROGRAM SITE VISIT: Centre City Center - VESL Office Systems & Trades Lab
(San Diego Community College System)

DATE OF VISIT: November 30, 1994

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

ADMINISTRATION

Centre City Center offers Vocational ESL bridge classes which prepare students for Vocational Training programs.

Curriculum development started four to five years ago for the VESL Labs, with advisory committees involving industry personnel and VT instructors. Three labs are offered now, including programs in Office Systems, and a cluster VESL class for Auto Mechanics, Electronics Test Technology, Welding, Machine Shop, and Appliance/Refrigeration Repair. These areas were considered most likely to allow student advancement and corresponded to the expressed interests of students. The focus is on developing the necessary language for these specific vocations. The Trades Lab started in March 1992; Office Systems started in September 1993. Evening labs started in September 1994. Extensive materials have been developed in each area. The programs take from six months to one year to complete.

Half of the class time is "teacher-facilitated" and has the feel of a regular ESL class. Modules are checked off by the teacher or aide and the student as they are completed. Students work in groups in cooperative learning activities. This first hour and a half covers the world of work, grammar, reading, conversation and listening. The second half of the class is individualized learning and involves vocational preparation for the specific interest area of the student through specially designed computer programs.

The Center offers 18 different VT programs. Students completing the VESL Labs get a certificate and they are given priority enrollment into the VT programs.

Students may be referred to this preparation bridge program by the College counseling office if they score lower than a 7.5 grade level reading in English (as measured by

the TABE). If students enter the program as referrals from GAIN, a CASAS score of 215 is required for entry to the Trades VESL class and 220 for the Office Systems class.

Between February 1992 and November 1994, 70 students completed the bridge program. Completion is defined as completing all the lessons in all the modules, passing each module assessment and the final assessment. Sometimes students leave the program prior to completion if they pass the test to enter the Vocational Training programs, get a job or go on to college.

STUDENTS

On the day of the task force visit, 33 students were observed in the Trades class. Two women were present, one Vietnamese and one Filipina. It was reported that the other female students were absent.

This class is apparently more ethnically diverse than others at the Centre site because it is the only one of its kind available. Students are recruited from ESL classes and there was a specific effort to target women in the last presentation. An orientation module is completed by all students in which they learn about average salaries and opportunities specific to San Diego County.

It was estimated that two-thirds of the students were refugees. Approximately ten refugees were attending through the GAIN program. Some are concurrently enrolled in this and other components.

Students were reported to typically score at a 4th grade reading level in the 8th - 12th month as recorded on the TABE test which is what students will be given if they enter the VT classes through the counselling office.

Participants in the VT Trades classes are eligible for financial aid but must be able to score at a 5th grade reading level on the TABE to have access to this. Job Developers work with graduates. Students are sometimes able to get Electronic Assembly jobs.

Twenty students were observed in the Office Systems class. Two men were present; the remainder were women, mostly 20 years old and younger. Groups of students were working together to make choices about a text. They then reported back to the class with each person having the opportunity to report their choices and the reasons for them. Very good oral English skills were noted by task force members.

TEACHING

ESL teachers of non-credit ESL classes in the San Diego Community College District are required to have a Bachelor's Degree in TESL, linguistics, a foreign language or other related area and a completed TESL certificate.

During discussions with teachers, the following issues were identified:

Reading -Teachers felt that this skill causes the greatest challenge for their refugee students and it was in this area that students most often needed to retake sections of the module assessments.

Drop-outs -Teachers reported a significantly lower drop-out rate from the VESL bridge class than from regular ESL classes.

Role of the ESL instructor - Apparently there was some concern at the outset of the program that the creation of such a bridging VESL class represented a conversion of ESL instructors into Vocational Education instructors. This is not the case, rather it represents ESL instructors being required to focus their instruction more particularly and also to be more responsive to the individual needs and goals of the students.

Teachers also made some recommendations about starting such programs:

- It was recommended that time and resources be allocated to the development of curriculum and installation of equipment before beginning instruction.
- A team teaching approach was recommended. Apparently this can be a problem in a situation like the one in San Diego where teachers can only work a maximum of 15 hours per week. The implications for this program are that three hour instructional days involve committed teachers in unpaid preparation time.
- It was also specifically recommended that the Office Systems class needs to be more streamlined and made more intensive in order to speed up the training process. Also, a math training program that is vocationally related and comprehensive needs to be developed to bridge the gap that many students have in their math education background.

During the task force visit, teachers and staff identified some key factors which they believe affect the success of this program. These included: Administrative Support, Teacher Support, and Counseling and Placement Support.

Curriculum:

The curriculum takes six months to a year to complete. It was developed under a Chancellor's Project Grant with Carl Perkins funds.

The curriculum involves extensive orientation to many different professions, not just those within the scope of the VESL bridge class. Homework is an integral part of the course and students must complete each assignment as it appears in the module lessons. The development of personal responsibility for completion of assignments is specifically emphasized in this course. This represents a significant departure from regular ESL classes. Teachers were able to use release time to sit in on VT classes to improve the VESL Lab Curriculum.

The trades lab curriculum encompasses six basic trades skills areas and the course begins with an orientation to all the different areas. Students select one target area but are able to switch to another if they feel their initial choice was not appropriate.

Each skill area is addressed through completion of 9 modules within which are 9 lessons. Tapes, language master cards, pictures, filmstrips, slides and videos, hands-on experiments, interactive activities, recordings, writing assignments, and problem solving activities are all used as skill building activities in the presentation of modules.

The curriculum has a strong focus on the accountability of the student. In order to complete the course, students need to develop self-discipline. They receive a lot of encouragement and support from instructors who do not let students lapse. Though students are required to show a great deal of self-motivation, instructors will, for example, call a student who has been absent to find out if there is a problem. On successful completion of the curriculum, students receive a certificate which says that they are prepared for the vocational training program.

Testing and Assessment:

This program uses the CASAS ECS Level B Test to assess GAIN student eligibility for classes. A score of 215 is required for entry to the Trades Lab and 220 for entry to the Office Systems.

In addition, it is mandated by law that everyone must take and pass a safety test before working on a shop floor. This requirement cannot be waived. The VESL bridge class helps prepare students for this test.

The Test of Adult Basic Education (TABE) is given to students who enter the VT program through the Counseling Center. The normal TABE requirement for entry into the vocational training classes is waived if students are entering after completing the VESL bridge class. However a 5th grade reading level score is required on the TABE for students to be eligible for financial aid.

Students are required to get 100% on each assessment at the end of each module and retake the tests until they can achieve this. In the final assessment they must score a minimum of 80% to be eligible for the certificate that will give them priority access to the Vocational Training class. Teachers reported that they feel they need to streamline the module assessments and exit tests.

OBSERVATIONS

Task force members felt that this program exhibited some model strengths that represent the basis of recommendations that will be made with regard to all English Language Training Programs for refugees. Specifically these are:

(i) Curriculum development. The curriculum used in this program is intensively researched, highly structured and specifically focused. It is well organized and planned with a logical progression of tasks. One of the reasons that this program was able to develop such an extensive and targeted curriculum was that it received specific resources to do so. It is our understanding that funds and personnel were committed to a specific curriculum development project at the outset of program development. It would be almost impossible to create such extensive materials without such a commitment. It has been the general observation of this task force that the best curriculum appears in programs which acknowledge its development as a visible and integral process rather than rendering it invisible and assuming that a coherent curriculum will somehow appear during the course of instruction. Curriculum development needs to be a planned prerequisite of ESL program creation and implementation.

(ii) The rationale for the creation of this program responds to the concern that many have expressed that ESL programs often exist in a vacuum with little or no consideration of how or where the language taught in the classroom will be applied.

Such programs lack focus and typically represent the "black hole" of ESL that has been characterized in recent years. This VESL bridge program has very clear and specific goals which are integral to its design. Its goal is to prepare students for successful participation in vocational training programs. Even more specific than this, successful completion of the VESL bridge class guarantees entry into certain vocational training programs. This makes the instructional path definitely focused and well defined, both for teachers and students. Both parties know exactly why the student is mastering language functions and how the student will need to apply the knowledge. It is in such a situation that language acquisition is most meaningful.

A vital prerequisite to the creation of a program that is so focused is collaboration between the different entities that are being linked, in this case, the Community College administration, counseling services, ESL Department and the Vocational Training Programs. This collaboration is to be highly commended for facilitating the creation of a meaningful and structured program.

Task force members felt an additional recommendation might address the need for instructional aides to be available. From our class observations, it became obvious that intensive aide assistance is needed for the individualized instruction portion of the class, if students are really to benefit from the computer programs.

Task force members were concerned at times with instructional difficulties that can arise through the use of the individualized computer assisted learning model. While some students were observed to be interacting extremely well with the software programs that had been selected for them, others were clearly struggling, guessing at answers and/or using trial and error strategies to identify the correct responses.

Part of the justification for the use of individualized computer assisted instruction is that it allows specialization of the instructional input that each student receives. This is clearly an appropriate goal, especially for a program like this which aims to prepare people for participation in a wide range of specific vocational training programs. However, without the assistance of trained instructional aides to monitor and troubleshoot during computer-based learning time, some task force members were concerned that some of that time might become instructionally redundant. In order to process the information effectively, some students clearly needed to interact with an instructor or aide as they worked through the program.

The task force recognizes that this program requires considerable funding to support hardware and software resource needs which may make its duplication in other areas

impossible. Provision of additional trained instructional aides to ensure optimum use of computer time may also be financially impossible at other sites.

Inquiries about avenues for student input to program and curriculum design and content were not made at this site.

SAN FRANCISCO COUNTY

BACKGROUND INFORMATION:

The Private Industry Council of San Francisco, Inc. (PIC) is a private non-profit corporation whose primary responsibility is to operate employment and training programs on behalf of the City and County of San Francisco. Since 1983, the PIC has been the administrative entity for the Job Training Partnership Act program (JTPA) in San Francisco, responsible for planning, implementation and monitoring of programs.

Also, since 1984 the PIC has served as the administrative agency of the Refugee Targeted Assistance Program (TA), and since 1988 the PIC has also assumed the responsibility of administering the Refugee Employment Social Services (RESS) funds which are allocated to San Francisco. Over 6,000 refugees have been served by these programs with more than \$10.7 million received since 1984. The PIC has also served as the administrative agency for Mutual Assistance Association (MAA) Incentive Funds.

For federal fiscal year 1994, the Private Industry Council of San Francisco, Inc. (PIC) utilized the refugee funds which are made available to the City and County of San Francisco through the Targeted Assistance (TA) Program and Refugee Employment Social Services (RESS) Program to develop an employment program which included three components.

These three components are:

1. Voluntary AFDC Refugee Services (VARS) component for refugees who are receiving AFDC and who have been in the U.S. for 36 months or less and who are currently exempted from GAIN because San Francisco's GAIN program is in a cost reduction mode.
2. Refugee Cash Assistance (RCA) Employment and Training Services System (ETSS) for refugees receiving RCA, GA or matching grants (Exempt AFDC recipients will be allowed to participate voluntarily in the RCA ETSS).

Priority of refugees to be served are those who have been in the United States for 36 months or less.

3. MAA activity program for refugees who may or may not be receiving cash assistance and who need acculturation and social adjustment services.

Estimates based on statewide data indicate that the San Francisco refugee population of AFDC versus RCA, GA and matching social recipients is 43 percent and 43 percent of the funds available for employment and training services in San Francisco County were used to fund the VARS and 57 percent to fund the RCA ETSS.

TARGET POPULATION:

In the past it has been nearly impossible to determine with any accuracy the number of refugees who will become residents in San Francisco or to determine the ethnicity of the refugees served in the TA/RESS programs. The PIC will give priority of services to those refugees who have been in the country 36 months or less and non-exempt AFDC refugees excepted from GAIN also will be allowed access to services.

Because there has been a substantial increase in the number of Soviet refugees, and also because of data presented by the Central Intake Point (CIP), and public testimony from service providers at a Refugee Committee meeting, the decision was made to revise the estimate of the refugees who will be served in FFY 1994.

Country of origin for FFY 1994 were estimated for San Francisco based on actual data for the period April 1, 1993 through March 31, 1994 submitted by the CIP:

COUNTRY OF ORIGIN	PERCENT
FORMER SOVIET UNION	71 %
SOUTHEAST ASIA	16
LATIN AMERICA	4
AFRICA	1
NEAR EAST	7
<u>EASTERN EUROPE</u>	<u>1</u>
TOTAL	100%

According to the San Francisco Department of Social Services (SFDSS), it is estimated that there are a total of 27,000 refugees residing in San Francisco.

LABOR MARKET:

According to the San Francisco Chamber of Commerce, the current unemployment rate for the City and County of San Francisco is 5.7 percent. Labor force growth is expected to be vigorous for the services sector, modest for the retail and trade sector, and is expected to decline in the government sector.

PROGRAM SITE VISIT: Career Resources Development Center (CRDC)

DATE OF VISIT: January 25, 1995

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

Administrative staff at CRDC reported that for the fiscal year 1993-1994 it received \$290,000 in total funds to provide ESL training. Of that total, \$20,000 were refugee-specific funds, specifically TA contract dollars. In addition, the program received \$225,000 from other government sources to provide ESL services; \$70,000 of that amount was allocated to providing services to refugees. CRDC also received \$45,000 through fund raising efforts to provide ESL services; \$20,000 of that was used to serve refugee clients.

ADMINISTRATION

CRDC has been in business for 26 years. Initially concentrating on language programs, by the 1980s large job training programs were developed to serve the increasing numbers of African, Afghan and Soviet refugees living in San Francisco. The agency now provides a variety of language and employment training programs.

Thirty percent of the CRDC student population are refugees. Specific groups are in proportion to the refugee population in San Francisco, approximately 17 percent Asian, 70 percent former Soviets, and 13 percent Africans and others.

At present, almost all students are voluntary and get referred by word-of-mouth, flyers and encouragement from former students. Periodic recruitment drives are conducted in the community. Three mandated students who were referred were remembered because their degree of motivation was very different from the voluntary students. All three were eventually dropped after considerable contact with the case worker.

Programs offered include:

Workplace Literacy: CRDC has been funded for the last four years to do workplace literacy. They serve 20-30 work sites including hotels, bakeries, restaurants, etc. Funding was awarded through contracts with the State Department of Education.

Family Literacy Program: Classes are offered in the evenings and on weekends. The focus is on language functions relating to children and school personnel. Funding was awarded through a federal Family Literacy Grant.

Neighborhood Computer Centers: This is a latchkey program for children at seven sites in the city. They serve students in the 4th and 5th grades. Seventy percent of the funding for this program is provided by private foundations.

Computer Training: This program for homeless teenagers at Hospitality House is supported through a Community Development Block Grant.

Asian Recovery Services: This program provides alcohol and drug rehabilitation and computer training.

Three Basic English Language Training/Employment programs are offered. All three are fixed term programs. They do not have open-entry/open-exit.

Clerical: 18 week program. The first nine weeks is seven hours per day VESL and clerical skills; the second nine weeks is VESL four hours per day and an internship four hours per day.

Medical/Clerical: 18 week program. Graduates are placed in jobs after 18 weeks. Includes both front office and back office training.

Hospitality: Language program four hours a day for 15 weeks. Not job training, but teaches the language functions necessary to work in the U.S. hospitality industry. Placement rate is 85-90 percent. PIC tracks job retention.

These programs are supported by diverse funding sources, including JTPA funds administered through PIC.

TA funds were being received to pay for services provided to ten refugee clients in various programs.

STUDENTS

The task force was able to observe two classes quite briefly.

In the Medical Records class, students were working on filing, alphabetizing, and learning to distinguish and index both business and personal names. It was the second week of class. Twenty-six students were present, most were women with only three men. Most students were under thirty.

In the Hospitality VESL class, only seven students were left in the class since all the rest had been placed in jobs. All the students were estimated to be younger than 30. There was only one male student in class. The students in this class divided into two groups. The teacher presented a game using interview questions and the qualities you need for different jobs, for example cashier and waiter/waitress.

In both classes students were attentive and completely involved. All task force members agreed that the teachers had good energy and skills. Students in both classes asked questions freely, participated enthusiastically and appeared to be extremely motivated.

It was estimated that 95 percent of students are refugees or immigrants. Of the entire student population, 70 percent are Asian, 20 percent are former Soviets, and Eastern Europeans and Africans make up the remaining ten percent.

TEACHING

All ESL teachers have Adult Multiple Subject Teaching Credentials. The skills instructors have postsecondary licenses. This agency offers some programs in English with support in the native languages of students. Languages that can be incorporated into a bilingual approach are Chinese and Vietnamese. Almost all teachers are bilingual and teach bilingually due to the recognition that content information in a variety of different subject areas can be as important in an occupation-specific VESL class as the language components.

Curriculum:

Medical Training Program: Developed in-house. Materials are in the process of being printed; some components are available through the Outreach Technical Assistance Network (OTAN).

Patient Relations - OTAN
Medical Telephone - OTAN
Medical Terminology
Medical Assisting

A Guide for Practitioners is also available through OTAN and ERIC. Bilingual supplemental materials are available in Chinese and Vietnamese.

Workplace Literacy Program: Developed curricula specific to industry after task analyses were performed by a curriculum development team.

Two sets of curriculum binders are maintained, Job Search and Business English. All teachers add activities to the binders as useful material is encountered. This open-binder curriculum has been developed over the last four to five years.

Testing and Assessment:

Intake testing sessions are conducted every two weeks. The Structural Test of English Language (STEL) (Newbury House) was found to lack sufficient reliability and validity so now they use English Language Skills Assessment (ELSA) (Newbury House). An in-house developed reading and writing test is also used.

OBSERVATIONS

This is obviously a successful, established organization. It offers a variety of services for students and is very active in the community. Perhaps its greatest strength is that it must recruit its own students and the organization is therefore motivated to provide genuinely useful programs that respond to real student demand. The motivation level of students was so obviously high in the classes that were visited that the atmosphere was markedly different from the atmosphere often encountered in mandatory programs. One of the classrooms we visited was extremely crowded but the difficult physical situation was irrelevant in the face of a voluntary group of students determined to learn and make best use of their opportunities. Of particular note also was the relatively young age of the majority of the students in this program. This obviously had a great deal to do with the very high level of motivation and probability of success.

PROGRAM SITE VISIT: Jewish Vocational Services (JVS)

DATE OF VISIT: January 25, 1995

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

Jewish Vocational Services (JVS) has an affiliation with the Jewish Community Federation. JVS receives a yearly competitive grant from the Federation, to fund resettlement, training and operational costs. In addition, JVS receives funds from the Koret Foundation and the Private Industry Council (RESS, TA and JTPA, eight percent). This agency has received approval from the Council for Private Post Secondary and Vocational Education and as a consequence is eligible to receive 321 Funding from the State Department of Education. The Certified Nursing Assistant Program is the only program at this agency which receives refugee-specific funding. This program is also augmented with funds from other sources.

ADMINISTRATION

This organization offers a variety of different language and job training programs supported by very diverse funding sources including a federal Match Grant.

Three vocational training classes are offered: Computer Assisted Design (CAD), Certified Nursing Assistant (CNA), and Licensed Vocational Nurse (LVN).

The CAD Program is privately funded and also has support from the State Employment Training Panel. Three classes are offered per year with 24 slots each time for refugees from the former Soviet Union who have an engineering or architecture background. CAD training involves 400 hours which includes 40 lab hours and 120 hours of VESL which incorporates job search and interviewing training. The program reports a 58-60 percent placement rate. Jobs are sometimes on a temporary basis to begin with, which is typical of the industry.

The CNA Program is funded by PIC with RESS and TA funds, and therefore open to all refugees.

SAN FRANCISCO COUNTY

The LVN Program is specifically for refugees from the former Soviet Union and was developed from an RN training. The program is offered in collaboration with the community college which handles the 270 hours of LVN training while JVS provides 120 hours of VESL. The LVN Program reports a 75 percent placement rate.

Vocational ESL programs are also offered. The programs are three months in length with a fixed curriculum. They do not have an open-entry/open-exit format.

All classes are offered at a low intermediate level. Three classes are offered with 16 students maximum per class. The program is funded by the Koret Foundation and the Jewish community. Three different classes are offered at 9 a.m. to 2 p.m., 11 a.m. to 5 p.m., or 2 p.m. to 6:30 p.m. to allow time during the rest of the day for job search activities.

All students in these classes are refugees from the former Soviet Union.

There is a waiting list to get into these classes. The program maintains a strict attendance policy. If students have problems with attendance, they can be dropped from the class. Once dropped, they cannot reenroll and there are no other comparable services available for them. As a result, motivation of students in the class is reported to be good.

This program was started three years ago because the majority of refugee clients were observed to be at a general intermediate English level and to need: a) more comprehensive, and b) intensive VESL training to provide the necessary augmentation to their job search, and specific language skills so that they would be able to compete more effectively in the job market.

Most students have been resettled by the partner organization - Jewish Family and Children's Services - through the Match Grant program. Students study ESL at the Jewish Community Center for six months if they are at a Level 3 or below. After this, they can continue to take classes at the Community College to assist them to reach the Level 4 or 5 standard that is required for entry to the JVS VESL class. (It is the understanding of task force members that these levels are specific to the San Francisco Community College system and do not correspond to the State Model Standards.) Once at this level, students work with a JVS Vocational Counselor to develop both a short-term and a long-term employment goal which is also a prerequisite to gain entry to the VESL program. Those who are actively involved in a job search are given priority. Students are not allowed to repeat the program.

STUDENTS

Vocational counselors and Job Developers from JVS refer students to the VESL Program. Most students are highly educated, almost all have college education and/or are professionals. Students range from ages 18-60, with the majority in the 30-40 age group. More individuals from families rather than single people participate in this program. Many students have difficulty accepting and selecting a realistic short-term goal because they want to work in the same field of employment as they did in the former Soviet Union.

TEACHING

Teachers at this program are required to have a bachelor's degree and at least one year's experience of teaching ESL.

The student to teacher ratio in all the VESL classes was 16-18 student to one teacher. This is not an open-entry/open-exit program. It has a fixed length curriculum.

Curriculum:

Intensive VESL. JVS has developed its own curriculum. Each student gets a binder full of information. This forms the basis of the three month program and can be used as a reference after students have left the class. It's a "how to" manual for becoming employed in the United States. It includes job search skills, grammar and functions, and also addresses cultural concepts.

It was estimated that 70 percent of class time focuses on listening and speaking skills, while 30 percent addresses Job Search activities directly.

Each student is videotaped twice during the three months. There is a lot of group work. Conversation practice and teamwork are incorporated into class activities.

Testing and Assessment:

Assessment is conducted with a variety of different instruments. The CASAS Listening Test is used, as is an in-house developed grammar test and an in-house developed job search test. Pre and post oral interviews and speaking tests, to evaluate teamwork and interpersonal interactions, are all used to determine level appropriateness of participation in the VESL Program and ability to respond appropriately in job search and work related situations.

OBSERVATIONS

Task force members were impressed by the fact that teachers and staff seemed very aware of their students' backgrounds and conditions in the former Soviet Union. There was a definite sense that the students could really trust the JVS staff, and in return, the JVS staff appeared to understand and respect the students. The feeling in the classroom and in the building impressed on more than one task force member the potential power of teachers and staff understanding the cultural background of their students. It was noted that the homogeneous target population made service provision a great deal easier than having more than one group represented in a single class.

The very high motivation of students was noted by all task force members. The students were all relatively high-level in language ability, which again makes the task of the training program easier to tackle.

All members felt that these intensive classes, focused on getting a job and on oral communication skills, were appropriately designed for the target population and effectively executed.

Task force members were particularly struck in this program by the contrast that is observed between mandated and voluntary student participation. This program augmented the natural advantage of serving students who were attending voluntarily by building in incentives that reinforced the motivational factor. The degree of personal responsibility that, from a Western perspective, each individual is believed to have for his or her own future, permeated all aspects of this program's structure, from the entry requirements to the insistence on excellent attendance and consistent attitude.

In discussion, task force members noted how much easier it appears to be to promote this self-directed approach to self-sufficiency in the United States with refugees from the former Soviet Union than it is with Southeast Asian refugees. The cultural and formal education differences between the two groups can obviously account for much of the difference, but we believe that some of it can also be attributed to the different nature of the refugee experience the groups have had. So many Southeast Asian refugees have been severely traumatized by decades of violence in their home country and/or debilitated by long years of waiting in refugee camps, that arrival in the United States can often be seen as the end of the story as opposed to a new beginning. So often what we witnessed in predominantly Southeast Asian language classes with students beyond their late 30s, was a dulled sense of personal power. This, coupled with a philosophically more fatalistic outlook on life that characterizes some Southeast

Asian cultures, makes it hard to cultivate the pioneering mentality that is required for new Americans to acculturate successfully to this society, and, most importantly, to become self-sufficient.

The psychological barrier that the former Soviet refugees appeared to encounter was the leap of acceptance that was required to realize that, in most cases, they would not be able to secure jobs in the same field as those they had left in the former Soviet Union. Staff at JVS clearly understood how this could be a barrier for students and acknowledged that nurturing the acceptance process takes time and a great deal of respect. It was evident that they were successful since some students who talked with task force members shared stories of how they had reluctantly grown to understand the necessity of having a short-term goal that was based on realistic job prospects though perhaps not personal inclination.

There is a formal process in place for students to complete an evaluation of the classes in which they participate.

PROGRAM SITE VISIT: Korean Center - San Francisco

DATE OF VISIT: January 25, 1995

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

Funding information was not received for this program.

ADMINISTRATION

The Korean Center is funded through JTPA funds to provide ESL instruction to refugees and immigrants. Although the Korean Center is not in receipt of refugee-specific funds, the task force was interested in visiting this program as an example of an independent, community based organization.

The Center does receive reimbursement from the Private Industry Council (PIC) for individual refugees who are served. Some funding is received from the Koret Foundation.

Fundraisers helped to pay for the building which now belongs to the Center outright. The Center has its own language and computer labs. Some students are referred by the mayor's office for employment training.

The Center works in partnership with S.F. City College. City College provides the teachers for non-credit ESL classes. In addition, a teacher is hired by the Korean Center to teach Business English. Students for this class are walk-ins including some referrals from City College. The High Level class from 8:15 to 10:00 a.m. has 30 students, a combination of refugees and immigrants.

Computer VT classes are also offered. Former Soviet refugees started coming, up to 600 at one time, for computer classes. When the Center started charging a \$10.00 fee, the number of former Soviet students declined drastically. Computer programs have been upgraded. They have their own computer class instructors and now charge a \$30.00 fee. IBM donated equipment, but the Center had to upgrade hardware recently at its own expense to accommodate programs such as Windows. A Russian-

speaking Employment Specialist was hired to work with the large, former Soviet population.

Occupational English As Second Language is a JTPA funded program which trains and then places Koreans over the age of 55 in employment. CASAS is a problem for these older students. Staff reported that these students need a lot of help from bilingual Koreans. These individuals were reported to be very difficult to place because many are not literate in their primary language. The administrator wanted to increase the program time from 18 weeks to one year because of the difficulty in giving these older clients sufficient language skills to make employment placement realistic. The class is for Koreans only.

STUDENTS

The Center serves mainly Korean immigrants, some former Soviets and a sprinkling of others including Vietnamese and Cambodians.

The task force observed a Level II class with 14 men and 25 women. Crowded classrooms are the norm here. These students were all volunteers.

TEACHING

Curriculum:

For the ESL classes, the administrator estimates that it takes six months to a year to complete. The text used is *Practical English* authored by Harris & Rowe and published by Harcourt Brace, 1986.

Testing and Assessment:

The Center uses the CASAS tests and the Structural Test of English Language (STEL) (Newbury House) is also used.

OBSERVATIONS

The executive director appeared to be a very aggressive fund raiser. She has been with the center ten years and is proud of what she has built. She has received a lot of support from the local business community and has diverse funding sources.

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The crowded voluntary ESL classes observed at this Center are taken as an indication of student commendation of the program. The fact that students attend voluntarily probably also accounts for the fact that everyone appeared to be motivated and engaged in learning activities despite a difficult learning environment.

Most impressive was the ability of the administration to access diverse funds (including some from private sources) which enabled the Center to respond to community needs and provide services that were not structurally dictated by unique funding sources.

Inquiries about avenues for student input to program and curriculum design and content were not made at this site.

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BACKGROUND INFORMATION:

In Santa Clara County, Refugee Employment Social Services (RESS) program funds are utilized to address the vocational needs of refugees receiving Aid for Families with Dependent Children (AFDC). There are three service components: a) Vocational Training coupled with Vocational English-as-a-Second Language (VT/VESL), b) Remedial VESL, and c) Pre-vocational VESL. The emphasis on remedial and pre-vocational VESL was created to correct a service provision gap that had been identified between the level of English skills that most students could acquire through mainstream CASAS-based ESL classes and those skills which are required to participate in vocational training programs or secure employment. The Refugee County Plan states that the survival-level English provided in a CASAS-based ESL program did not adequately prepare students for the more academic language demands of vocational training technical curricula. Students needing general ESL classes are referred to classes provided by the local Adult Education programs. RESS funds are no longer used to support these programs. (See attached "Criteria for Referral of GAIN participants to RESS VESL components.")

Also, a small portion of RESS funding has been set aside to maintain a Central Intake Unit (CIU) to provide assessment and referral services to refugees receiving Refugee Cash Assistance (RCA) and General Assistance (GA).

Targeted Assistance Program (TAP) funds are used to provide Employment Services coupled with Vocational English-as-a-Second-Language (ES/VESL) to refugees receiving RCA and General Assistance (GA). Also, some portions of TA funds, within the 35 percent cap allowed, are reserved for service components under the category of Extreme and Unusual Needs. These service components are: Amerasian Counseling and Support Project (ACSP) and Health Accessing (HA).

Mutual Assistance Association Incentive Program (MAAIP) provides services collectively known as cultural orientation and social adjustments to two groups of under served refugees: a) the Ethiopian refugee community and b) Cambodian women refugees who are deemed homebound.

The following types of refugees are targeted under the county's refugee programs: 1) persons who have current refugee status, 2) persons who currently have resident alien status, but whose former status was refugee, and 3) persons who currently have Amerasian status. The TA/RESS-funded employment and/or training

service components also require that participants be recipients or applicants of either RCA, GA or AFDC cash benefits. Recipients of benefits from Matching Grant Programs may not participate in TA/RESS funded employment services activities.

The Match Grant Program is a contract awarded by the Federal Office of Refugee Resettlement to the United States Catholic Conference (USCC) National Voluntary Agency which contracts with its local affiliates to provide job placement services to new refugee arrivals on or after their 31st day in the United States. Participation in the program makes an individual ineligible for Refugee Cash Assistance, but eligible for food stamps and medical assistance. Santa Clara County Catholic Charities (a local affiliate of USCC) is required to raise matching funds from private sources to support this program. ESL can be provided at the discretion of the affiliate.

Services are not limited exclusively to refugees who are cash assistance recipients. Refugees whose needs for services have been assessed to be pressing and urgent will be eligible for "extreme and unusual need" or MAAIP services, regardless of whether they are receiving cash benefits.

TARGET POPULATION:

It is estimated that more than 80,000 refugees currently reside in Santa Clara County. The Santa Clara County Social Services Agency states that the majority of these refugees have been able to become self-sufficient. However, a large number of refugees still depend on public assistance. Statistics obtained from the Santa Clara County Refugee Program Report (RS-22A) indicate that of approximately 15,900 refugees receiving AFDC (for 36 months or less), 1,050 refugees were receiving RCA, and 160 refugees were receiving GA.

The demographic composition of the refugee caseload is as follows: 90 percent Vietnamese/Amerasians, ten percent others (Cambodians, Ethiopians, and Russians). The gender distribution among refugees is estimated to be equal between males and females.

The Vietnamese population includes a large proportion of former political detainees (former South Vietnamese military and government officers who were sent to "reeducation camps.") These former prisoners and also Soviet refugees typically have fairly high levels of education. Amerasians typically suffer from a lack of formal education and English language skills. It is reported that many of the long-term AFDC recipient refugees are former "boat people" with a limited educational background in their own country.

LABOR MARKET:

It has been projected that Santa Clara County's resident labor force will continue to grow very slowly through 1997. The county will continue to experience a decline in the manufacturing sector and a steady growth in the service sector, especially business services. This is particularly important because manufacturing once provided refugees with most of their employment opportunities. Manufacturing work does not require the same English proficiency level as those jobs offered in the service sector which most refugees are not yet ready to compete for.

Current economic trends indicate that women will have a better chance of finding employment in the county because of the growth in the service sector. Most newly created jobs will require some educational or technical training, especially those jobs that pay higher than minimum wage. It is expected that most refugees will initially earn minimum wage, though recent trends indicate quite good job prospects in the electronics industry with higher than minimum wage, even for unskilled positions. Thus, employment for most will not mean self-sufficiency, given the relatively high cost of living in Santa Clara County.

Unemployment is at approximately 6.4 percent. The actual unemployment rate may be higher since the available numbers do not include those who have run out of unemployment benefits.

The Santa Clara County Refugee Plan reports that there is a common perception in the refugee community that government funded programs are created to punish rather than assist and that this perception contributes to a reduction in program effectiveness.

ADDITIONAL INFORMATION:

In fiscal year 1992, Santa Clara County Social Services Agency contracted with the Divisions of Teacher Education and Special Education and Rehabilitation Services at San Jose State University to study the phenomenon of "fossilization," or the inability of certain students to make progress in language training classes. Copies of the report, The English as a Second Language Enhancement Project Report I: A Survey of Student Characteristics of Southeast Asian Adult ESL Learners in the GAIN Program, produced under contract #CRES93-99, can be requested from Dr. Mai Dao at San Jose State University, office number (408) 924-3773.

CRITERIA FOR REFERRAL OF GAIN PARTICIPANTS TO NEW RESS VESL COMPONENTS

Remedial VESL - (Lower Level ESL Bridge Program)

- client has been in traditional ESL classrooms over two years
- client has not made required CASAS quarterly five-point gains; has progressed much more slowly than the average adult
- client is at beginning levels of ESL, or has been promoted to upper RESS ESL levels, but cannot perform at the C or D Level (is not able to read or write English)
- CASAS Appraisal/Pre-test scores less than 200
- we expect the make-up of this class to be majority middle-aged to elder Vietnamese or Chinese-Vietnamese; mothers in two-parent homes with several children to care for; adults with little or no formal schooling, and not literate in first language; clients whose speaking and listening English skills are good but who cannot read or write. Working outside the home is probably not a goal because client views him/herself as not good enough or capable to work, or is a middle-aged woman who has never worked outside the home.

Pre-Vocational Training ESL (Higher Level "bridge" ESL program)

- former RESS D Level participants (or C Level) who have progressed at an average pace through the beginning ESL levels (three to five months per level)
- client completed GAIN ESL component and was referred to an ABE program, but service provider assesses that Pre-Vocational Training is a more appropriate referral
- client is literate in first language, but received less than equivalent of 10th grade level of education
- client's English speaking skills (and maybe listening skills also) are lower than his/her English reading and writing skills. (Difference in CASAS scores of about ten points between listening test and reading test.)

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- client's next referral will be to a vocational training program, job services, PREP, GED, or employment

PROGRAM SITE VISIT: Economic and Social Opportunities, Inc.

DATE OF VISIT: January 26, 1995

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

Economic and Social Opportunities, Inc. (ESO) served a total of 136 ESL students during the fiscal year 1993-1994. All were refugees. Agency staff report that 90 percent were mandated to attend classes while the remaining ten percent attended voluntarily. For the FY 1993-1994, ESO was in receipt of \$288,706 in total funds to provide ESL for refugees. Of that amount, \$271,800 were refugee-specific funds, RESS and TA contracts awarded by the Santa Clara County Social Services Agency. RESS funds are used to provide Remedial VESL classes and Pre-vocational ESL classes. TA funds are used to provide VESL and Employment Services combined classes for Vietnamese RCA clients.

ADMINISTRATION

ESO has been in operation for 25 years. The organization receives training funding from: JTPA, RESS, TA, Employment Training Panel (EDD) and also Health and Human Services funding through a Community Services Block Grant.

Vocational training is operated according to JTPA guidelines and offers an 8-month program on an open-entry/open-exit basis.

In the ESL refugee program, referrals are AFDC recipients with some GAIN clients and few RCA clients. The organization can recruit participants. All of the students are Vietnamese. The program can take volunteers from the GAIN waiting list.

Two remedial VESL classes are offered; the one observed by the task force had 18 students. These classes were originally designed for students who had ceased to make progress or who were unable to make progress in mainstream ESL classes. While originally designed to prepare refugees for work, classes are now designed to prepare them for traditional ESL classes. Remedial VESL classes are focused on speaking and listening.

In the prevocational ESL class observed by task force members, there were 25 students. The goal for these classes is to prepare students for vocational training. The prevocational ESL course uses a revolving curriculum which is entirely work-related. These classes have an individualized instruction design which aims to assist students in identifying appropriate vocational training programs and the relevant entry requirements and to prepare students to take the entry tests required for the respective VT programs.

The rationale for the creation of this Prevocational "Bridge" program was that a score of 215 on the CASAS did not appear to be giving students what they needed to function effectively in a vocational training class. The course involves 300-400 hours of instruction over a five-month period. Graduation occurs at five months depending on completion of required hours and assignments. Students must have a CASAS score of 215 to enter the Bridge class and will exit at 225 or after completion of the program. If students are unable to achieve 225 on the CASAS test after 400 hours of instruction, it is possible for them to receive an extension for a maximum of three additional months.

There are also TAP VESL & Employment Services combined-classes. ESO offers two classes for RCA clients only. RCA clients are in class for 90 days. Thirty days are then available for job placement. The program staff reported that students are often placed before the end of 90 days in low income positions with predominately Vietnamese employers. This program also operates on an open-entry/open-exit format with a revolving curriculum. Support is provided in Vietnamese in these classes. Workshops are given in the Vietnamese language. If former students lose their job, they can return to the VESL/ESL program.

Instruction is provided four hours per day, five days per week in all programs.

STUDENTS

Program staff reported that RCA students were generally highly motivated with many wanting to go on to college.

Of the prevocational ESL students, program staff reported that most had had some high school and many had had some college education in their respective countries of origin.

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In the remedial classes, many students have been in the U.S. for a long time. Students can have up to two years of previous ESL instruction. Students normally stay in the program for five months but the county can authorize an extension if needed. Some of the students in the remedial class are quite young (20s). The class we observed had three female students.

TEACHING

All teachers working in this program have Adult Education Teaching Credentials.

Bilingual Vietnamese aides were working in both the classes we observed. Aides are always provided for low level classes and are available on an as-needed basis (at the instructors' request) for higher level classes.

Curriculum:

The Santa Clara County Refugee Services Program provides a RESS VESL Curriculum Guide to agencies. Contracts require agencies to conduct a competency survey of all students to identify instructional areas that require further work. Program staff then select areas from the competency list provided by the Refugee Services Program to form the basis of their curriculum.

Testing and Assessment:

The ESO "in-house" developed competency survey is administered to each student who participates in either of the RESS programs, Remedial ESL or Pre-vocational ESL. A diagnostic English production instrument has also been developed by this program at two different levels to identify student strengths and weaknesses in the general areas of speaking, listening, reading and writing.

After the competency survey has been administered to determine what each student needs to learn, individualized homework assignments are given according to the professed goal of the student. For example, an assignment can be interviewing someone in a vocational field of interest.

A Vietnamese language version of the Holland Self Directed Search Work Interest Inventory is used for career exploration in the Job Readiness and VESL combined program. (Published by Psychological Assessment Resources, Inc.)

OBSERVATIONS

There was general consensus from task force members that the classes we visited were well organized, practically oriented, energetic and appropriately paced. The activities we observed were interactive, involving mobile activities requiring students to be engaged. Teachers appeared to be in touch with the real needs and abilities of their students and seemed to be responding appropriately.

However, task force members heard administrative concerns expressed about the structure and design of programs. Specifically, these programs were set up as pilot programs, but the agency has not been given permission to implement the programs as they were written. Frustration over lack of input in program design was expressed.

Among other concerns from agency staff was the opinion that the programs they were being required to implement represented the "latest band-aid" as opposed to representing an approach to long-term solutions. It was felt that the commitment to practical assistance from funding sources was too short-lived and that the cut-off for refugee clients represented "abandonment." A need was also expressed that there should be acknowledgement of the fact that one solution cannot work for everyone.

While interested and concerned about the issues raised by program staff during the site visit, some task force members identified further concerns which can affect overall quality of programs. While acknowledging that some program designs may involve constraints in structure that staff feel impede their ability to offer quality services to students, some task force members felt that such disillusionment if unchecked, can lead to a "babysitting" atmosphere developing in a program. This is a very difficult issue to address because it is acknowledged to be extremely difficult for administrators and teachers to maintain energy and enthusiasm for programs they believe do not actually work toward promoting long-term self-sufficiency for refugees.

Task force members heard a concern expressed by staff at this agency about what happens to students after placement in the initial job. Staff were worried about whether students could actually be considered "any further down the line." Staff professed to asking themselves "have we actually helped them?"

Agency staff also reported a conflict between student wants and what "the county" will let them do. A marked contrast exists between proscribed instructional expectations and student expectations and desires. Specifically, students want to focus on a higher educational goal as the first priority and the programs in which they

participate promote ESL instruction for the purpose of gaining employment.

Agency staff agreed that students who are not literate in their primary language face disproportionate challenges in the English language acquisition process.

Program staff expressed concern that they have no way to determine learning disabilities because diagnostic tests are almost always designed with the presumption of English language ability.

Students in the remedial program have a very low level of English with many not literate in their own language. Staff also remarked that the expectations of the older students are often very different from those of the younger, single individuals. They came to the U.S. because of their children and believe that it is their children's responsibility to take care of them as they grow older. They therefore lack the incentive to strive hard to develop English language and self-sufficiency skills.

PROGRAM SITE VISIT: Indochinese Resettlement and Cultural Center, Inc. (IRCC)

DATE OF VISIT: January 26, 1995

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

Funding information for this program was not received.

ADMINISTRATION

This program offers both ESL and VESL classes. The morning class is offered from 8:00 to 12:00 and is designed for under-skilled, older refugees, many of whom are former political prisoners from Vietnam. The bridge class involves a lot of emphasis on the U.S. work ethic. Staff reported that they take both "walk-ins" and GAIN referrals and estimated that 25 percent of students are GAIN referrals.

The afternoon class is offered from 1:00 to 5:00. Most of the students are 18-25 year olds and are RCA recipients.

Students are able to stay three to four months in the morning class which has an open-entry/open-exit format.

RCA clients participate in VESL for 20 hours per week for three months. Then they go through a job search program with job development. The agency reported an 80 plus percent placement for those who completed the course.

If absent three days in a row, students are required to provide a medical excuse. Attendance problems are reported to a case worker if students miss more than ten percent of class; individual case managers at IRCC work with students and teachers to resolve problems.

It was reported that the orientation which is offered to new teachers includes cultural sensitivity training. Teachers are evaluated by program administrators every three months.

The program focuses on gearing students to employability.

Staff expressed the opinion that three months of instruction is not enough since it provides inadequate preparation. Students often find jobs in a few weeks but usually at entry level with few opportunities to learn more English on the job. Program staff report that they are very successful with job placement and include a 60-day and 90-day follow-up. Most students go to school at night as well, usually to community college ESL programs. Staff recommended that students take ESL for a full three months before getting a job. They also reported that newer arrivals from Vietnam are learning English in their own country before arrival in the U.S.

STUDENTS

Staff reported that the younger students are better prepared than those who came 5 years ago; many have studied English for at least three years in high school before departure from their country of origin.

In the class the task force observed, there were 17 students, ten male and seven female.

Classes are multi-level.

Though all students were Vietnamese at the time of our visit, staff reported that there are usually 80 percent Vietnamese with some Khmer, Lao and Russian students.

Students come directly from either school, the army or a re-education camp in Vietnam. While staff report that most of them have no transferrable employment skills, they do exhibit strong "coping" skills.

There is an English-only policy in the classroom.

TEACHING

Students are required to finish at least 75 percent of the curriculum with a 75 percent (oral/written) test score in order to exit from the program.

Students are taught to focus on employment, dealing with the bank, the police department, rights and discrimination.

Staff reported that their philosophy is "learning is fun." Although they teach using songs and games and about American culture, the focus is always employment-oriented.

The task force observed part of the morning class taught by a lead teacher who is credentialed and also has a master's degree. All teachers must be approved by the Refugee Services Program. For the last hour of each morning a university student takes the class to do conversation activities.

Students had very mixed abilities which meant that some struggled with material while others found it manageable.

Teaching techniques that were observed included a firm commitment to clear pronunciation. Some students in the class illustrated the benefit they had derived from the teacher's insistence on clear pronunciation.

Instructional aides are not available in this program, though administrators reported that they could be made available on an as-needed basis.

Program administrators evaluate teachers and observe classes intermittently.

Teachers submit weekly schedules each Friday for the following week. These include topics to be taught, lesson plans and materials to be used in class.

Curriculum:

This program does not use fixed textbooks. Teachers select materials from a variety of different sources that cover the competencies that have been established as the basis of the course. More specific details were not supplied.

Testing and Assessment:

Program staff stated that the Santa Clara County Refugee Services Program, in collaboration with providers, developed internal tests for progress. Exit from the class is determined by a passing score on a proficiency test and an exit test. CASAS is used for placement and referral by the CIU.

OBSERVATIONS

Task force members are aware that many accomplished and experienced teachers can be unaware when cultural sensitivity issues occur in their classrooms. It is necessary to have a respected and integral process for students to give input in an appropriate manner so that they can provide feedback on what is happening to them in the classroom. An objective observer who speaks the students' own language may be able to elicit more genuine input than internal program staff.

While task force members appreciate the rationale of the "learning is fun" philosophy, considerable concern was expressed that this approach might be uncomfortable at best and offensive at worst to some Southeast Asian adults. While songs and games can be used to create excellent cooperative and communicative language activities, if such activities are presented without native language support to explain their validity as instructional techniques, it is possible that students can reject them as inappropriate and childish. Task force members were concerned that this fact was not appreciated by program staff and that the potential risk of alienating students was not understood. Adult students who have been familiar with a formal rote learning, grammar-translation instructional methodology often find it hard to adapt to and accept interactive ESL activities. If such activities are to be usefully presented, it is necessary for teachers to fully comprehend the barriers students may have toward them. Task force members observed some discomfort and embarrassment, especially from the older, male students when they were asked to stand up and perform a song with hand and body motions.

While there appears to be good accountability between instructional staff and program management, some task force members questioned the usefulness of having agency administrative staff perform evaluations of instructional staff. It is important that objective evaluation be provided by an individual who is appropriately trained in instructional techniques for ESL and who also has knowledge of the cultural barriers that can exist in refugee English language training classrooms.

PROGRAM SITE VISIT: Catholic Charities of Santa Clara County

DATE OF VISIT: January 27, 1995

The information recorded here was gathered by task force members during the site visit and reflects as accurately as possible information presented by program staff at that time.

FUNDING

Catholic Charities of Santa Clara County served a total of 380 ESL students during the fiscal year 1993-1994. All were refugees. Agency staff report that 58 percent were mandated to attend classes while the remaining 42 percent attended voluntarily. For the FY 1993-1994, Catholic Charities was in receipt of \$113,328 in total funds to provide ESL for refugees. Of that amount, \$103,328 were refugee-specific funds (RESS and TA, as well as Match Grant funds from ORR for ESL). Both the RESS and TA funds for ESL represent 60 percent of the total RESS and TA contract dollars awarded to this agency; that is, 60 percent of the funds were used for ESL and the remaining 40 percent were dedicated to Job Development Services. Both TA and RESS funds were used to provide ESL and Employment Services combined classes for RCA clients. (At the County's discretion, a small amount of RESS funds were allocated on a one-time basis to augment the TA program for a six month period, January through June 1994.)

ADMINISTRATION

Catholic Charities is the largest refugee resettlement agency in Santa Clara County, resettling approximately 1,800 individuals per year. The majority are Vietnamese (90%) with Africans, Middle Easterners, and Latin Americans comprising the remaining ten percent. They have recently started to receive Bosnian refugees.

There are two employment programs relating to ESL: the Match Grant Program and TA Program, plus one Knight-Ridder Foundation grant for ESL. The Match Grant Program is a contract awarded by the Federal Office of Refugee Resettlement to the United States Catholic Conference (USCC) National Voluntary Agency which contracts with its local affiliates to provide job placement services to refugee new arrivals on or after their 31st day in the United States. Participation in the program makes an individual ineligible for Refugee Cash Assistance, but eligible for food stamps and medical assistance. Catholic Charities is required to raise matching funds

to support this program from private sources. ESL can be provided at the discretion of the affiliate. Services are offered at various locations and at several levels.

Two hundred refugees were served for Job Placement in 1994 with the majority maintaining a 30 day placement rate.

There is also an ESL for citizenship class. The majority of students stay 90 days in this program.

Approximately 400 individuals are served in all classes throughout one year. This program has a "drop-in" policy for anyone who needs help, including former refugees and low income immigrants. Program administrators reported an approach characterized by the statement "Whoever needs help can get help." Some refugee clients return four and five times for job placement services and have been able to secure increasingly well paid employment with the assistance of Catholic Charities Job Developers and volunteers who provide language and mentoring services on an as-needed basis.

Youth Empowered for Success (YES) is a program for Asian and Latino youth. Five hundred clients were served last year. The program includes recreation and ESL training. This program is not in receipt of refugee-specific funding. There are two day classes and one night class. Evening classes are provided for those who work during the day. Volunteer teachers are recruited to this program which serves youth into their late 20s as well as high school students. The program started Vocational Training (VT), including eight week computer training and electronic assembly classes, with lots of volunteers. ESL and VT are offered at the same time.

Parenting classes are also offered as part of the ESL program. A fifteen week curriculum covers fifteen topics with a focus on prevention. This program utilizes Vietnamese volunteers and serves some clients who have been mandated to attend by the court system.

A work site ESL program is also offered in which students and supervisors decide on topics. The areas concentrated on so far include packaging and assembly companies. Employers pay to have the program at their site.

Administrators reported that the local labor market offers good opportunities to individuals who can demonstrate that they are good at assembly. They don't always require English for this kind of work since many workers may have Vietnamese

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supervisors. Others do need English in order to be able to secure employment. Of those placed, the average wage is \$4.25 - \$4.50, sometimes \$5.00 per hour. The general consensus seemed to be that there are job opportunities within the salary range of \$4.25 - \$5.00 per hour.

Volunteers are very important to this program. Many tutor one-on-one or in small groups. They have a pool of 40-50 active volunteers. Quarterly training sessions are offered to ESL volunteers by the Literacy Alliance of the South Bay in conjunction with Catholic Charities and other service providers. There is an ESL computer lab available with a full-time computer instructor. Many volunteers are students from professional programs such as social work and linguistics at local universities who do a supervised practicum at Catholic Charities. Many volunteers are former refugees.

There are no AFDC/GAIN students in this program - only RCA. Catholic Charities staff reported that in their experience, AFDC clients lack incentive and motivation.

There is a 4,000 person waiting list for non-credit ESL classes at local adult education institutions in Santa Clara County.

At the time of the task force visit, staff reported that they had four or five students who had no literacy skills in their primary language, but staff were confident that they would be able to place these students in employment.

Staff reported an urgent need for vocational training for refugees in electronic assembly and basic computer skills so that they could take advantage of the relatively large number of jobs available in fields requiring basic technical skills.

STUDENTS

In the ESL class the task force observed, there were 11 students, only two of whom were women. Match Grant and TA Program students study together in one class. Ages range from 18-45 with the average being 30.

The majority of the students were Vietnamese. The classes sometimes include Africans, former Soviets and some Bosnians.

There is no formal procedure for students to give input and feedback to agency staff on the English Language Training they receive.

TEACHING

All teachers are credentialed according to the State of California Commission on Teacher Credentialing regulations.

Job Developers and teachers work in close cooperation. If the Job Developer finds that students can't answer likely employer questions, he/she tells the teacher so that these issues can be addressed in class. There are usually around 24 students to one teacher. The class operates on an open-entry/open-exit basis.

A conversation class in which teacher-generated materials are used is offered three hours per week. The other four days also have a conversation component built in.

The Associate Director of Refugee Programs monitors the classes. She reported making frequent visits to the classes to talk with the students.

Each teacher keeps a log of daily class activities. There are no bilingual teachers in this program but a few aides are available. They report a preference for using native-born teachers to ensure correct pronunciation models.

Curriculum:

The list of competencies to be covered in the TAP-funded class was developed by the Santa Clara County Refugee Services Program. Computer software used in the lab has been field-tested by students to see what is useful. Otherwise, informal input on curriculum and material is given to agency staff through conversations with students.

Testing and Assessment:

Testing has been done through the short version of the BEST prior to arrival. The teacher conducts an informal, oral test of all students at the start of each class which she uses to maintain an ongoing assessment of student ability and progress. Progress reports are given weekly to the Job Developers. Teachers also do a written monthly progress report.

OBSERVATIONS

With only one brief visit to one class out of an entire program it is obviously difficult to gain an accurate and comprehensive overview. While acknowledging that what we observed at the time of our visit was not necessarily representative, some concerns were expressed. Though involvement of students in the classroom activities that we observed was generally good with high student motivation, some task force members felt concerned about the multiple levels of the students. It is felt that in a multi-level classroom, an open-entry/open-exit format can present particular problems for both students and teachers. Two students in particular had recently joined the class and were at a beginning level and markedly lower than the rest of the students in class. Though trying hard, they were evidently a little confused about the activities. Some members suggested they needed intensive assistance from a Vietnamese speaker if they were to be able to "catch up" with the rest of the class. A concern was expressed that the open-entry/open-exit format actually involves a considerable amount of redundant class time participation since students lose time to the disparity between the level of the class and their own ability level.

Agency staff reported that they believe the goal of family self-sufficiency is the key to success, and that if the needs of the family are not addressed as a whole, something is being missed. Integral to this, is the need to establish a support system and use a holistic approach to promoting self sufficiency with lots of networking.

Staff reported a concern they had about an apparent conflict when ESL and job placement are offered at the same time. They recommended that all refugees be allowed to finish an ESL course of at least three months before going on to a job.

Staff reported that students had to be "pushed" to take jobs because they were reluctant to cut short their opportunity to receive English language training, knowing that non-credit ESL classes at adult education institutions have very long waiting lists.

One of the greatest strengths of both this program and the agency is the integration and collaboration in service provision. This community based organization has overcome the possible risk of isolation from the education arena by forging links with a professional organization, the Literacy Alliance of the South Bay. This relationship enables them to take advantage of the educational expertise which such an organization has to offer. The highly organized volunteer program is supported by a full time salaried coordinator of volunteers. This means that volunteers are well-trained, prepared and suitably matched to clients and students.

Task force members were impressed with some of the underlying philosophies that fuel the work of this program. In particular, the determination to address clients' needs in the context of the family was noted. Of particular importance also, is the long term commitment to clients and students evidenced by the fact that an initial job placement is not considered "the end of the story". Job Developers continue to work with clients and some students were reported to continue participation in ESL classes after they had started working.

PUBLIC INPUT SESSION NOTES

INTRODUCTION

The format for public input sessions was developed by task force members in the initial planning stages of evaluation activities. It was modified slightly after the pilot session in Fresno County.

County Coordinators of Refugee Programs were asked to give assistance to the State Refugee Bureau in compiling a list of invitees. The task force was concerned to hear input from all stakeholders, but placed particular emphasis on recruiting current and former students of ELT programs since their input is so often not included in planning and funding decisions with regard to the programs they attend.

After an introduction and explanation of the goals of the ELT Task Force, participants at the input sessions were asked to divide themselves into three groups; teachers, students and former students, and administrators. The groups were then asked to select a recorder and identify and discuss for thirty minutes the five issues they felt to be of most importance to the provision of English Language Training for adult refugees. Each group was then asked to report their discussions to the entire session. This section of the session was recorded both on audio cassette and in note form on flip charts.

Few of the groups were actually able to limit their input to five issues and as is evident from the information documented in the following pages, all groups used the opportunity to frankly share their perspectives. The instruction to identify the five issues of most importance to the provision of ELT to adult refugees was interpreted differently by respective groups across counties. Some groups chose to highlight areas they felt needed improvement, some discussed what they perceived as problems, some emphasized the issues they felt needed to be addressed in that particular county, others listed concerns and others chose to make recommendations. The input from most groups included a combination of these different elements.

The input sessions have been presented sequentially to facilitate comparison across counties. It is immediately evident that there is a broad spectrum of opinions on issues central to the provision of ELT services to refugees. For example, input was frequently given on the use of native language instructional aides in ESL classrooms. This input varied from recommendations that they should always be available to suggestions that their provision was unhelpful and slowed down the language acquisition process. This is an illustration of the fact that there can be very

few absolutes in the inexact science of language instruction and highlights the need for programs to be flexible and responsive to the respective student populations.

Despite the differences in the perspectives that were expressed, there were some very definite and common themes that emerged from the input sessions. A theme of particular interest to task force members was the gulf between the expectations of students and teachers about what instruction is or should be. In input sessions where students reported to the larger group before the teachers' report, teachers often then used their reporting period to respond to some of the issues raised by the students. This evolution of the input session into an opportunity for meaningful dialogue between students and teachers was certainly welcomed both by the task force and the vast majority of input session participants. It was suggested on more than one occasion that the experience had been so beneficial that the exercise should be repeated on a regular basis to ensure that the dialogue continued. One participant thanked task force members at the end of the session and said that the experience had been "a little like therapy." While interesting for all concerned, it seems likely that teachers and students learned the most about each other during the course of the activity.

It is hoped that this model for dialogue will indeed be repeated on a regular basis in all refugee impacted counties. As the high quality and detailed input which follows attests, people in such close contact with each other often find it very hard to hear each other. The task force would like to express great thanks to all the participants of the input sessions who shared their perspective so openly and honestly.

FRESNO COUNTY - JULY 29, 1994

This public input session was attended by 25 members of the Fresno County community. After a general introduction, the group divided into three subgroups of teachers and administrators, students or former students and community service providers. Each group was asked to identify the five issues of most concern to them with regard to English Language Training for refugee students in Fresno County. What follows is a brief overview of opinions and feelings that were expressed at the meeting. The Task Force will use this information in its evaluation of English Training Programs and to make recommendations for their improvement.

COMMUNITY SERVICE PROVIDERS

- Frustration was expressed about the lack of cohesiveness that is felt in the

wider community with regard to cooperation on a formal level between those serving refugees. Also, it is felt that there is little cohesiveness and continuity in ESL service provision but rather a "mix and match" approach. There is a need for better communication between the community and ESL service providers.

- What is the measurement "stick" for my success and/or progress in ESL? Are the job specialists assisting me to determine my own skills? Do they really know about my skills? How?
- Observation that refugees who come to Fresno from other locations seem to have better training and job experience than local people. What's gone wrong in Fresno?
- Why are people sent to GED when it does not then allow you to get into Fresno City College (within the GAIN flow), nor does it give you a more competitive edge? "GED is very contextual, how can we ever pass?"
- We should do a good survey of students' needs rather than deciding things for them. This assessment needs to be very deep, very thorough.
- We do not understand the overall system of teaching ESL.
- We need more culturally appropriate teaching materials and teaching styles. There is a lot of frustration with the whole language approach, we want a more formal style of instruction.
- Why do students get shifted from one level to another and then back and forth again? Some students have been in the system for nine years.
- We are concerned about self esteem, dignity and respect - especially the abuse of dignity which we feel can take place in the language learning process. Students feel "bruised" by the system. Students need a better orientation to the language learning process.
- GAIN requirements are strictly job oriented but the minimum level of ESL required before students are "pushed" to find a job is insufficient for students to actually function in the workplace. Minimal ESL abilities limit refugees to jobs that pay little more than minimum wage. There should be a commitment to quality ESL training to a higher standard before "shoving them out the door."

- Student assessment is poorly done, with multiple levels and students of different backgrounds mixed together.
- How can community based organizations accept responsibility for what is happening in and to the refugee community when they are not familiar with or included in planning ESL curricula? There is collaboration between DSS and the schools but not with MAAs.
- Department of Education should put more pressure on GAIN to acknowledge that good English skills are as important for functioning in the workplace as good work skills. There is often a conflict between short and long term goals.
- Adult refugee students do not like playing games in class, this is not real language practice. Adult education does a lot of things that adults don't like; this slows down the learning process.
- Teachers are not trained in giving ESL instruction.
- The K - 12 system is good. Children pick up and learn fast. Adult Education is not very good. Teachers don't care whether the students learn or not, they don't care about the cultures or knowledge of the students and they don't seem to be there when the students need help most.
- Programs are needed that relate directly to the cultural backgrounds of students. At present, classes are not set up to provide respect. We need bilingual and bicultural teachers. Students prefer to learn interactively with the teacher rather than through doing activities on their own or with other students. They prefer a structured system which utilizes methods such as rote learning.
- What kind of assistance is offered to help students make the transition from the old learning system to the new? They need help understanding discipline at school and discipline at home.

CURRENT AND FORMER STUDENTS

- There is a lack of communication between students and teachers and a need to increase the sensitivity of teachers toward students who have low self esteem. Teachers need to be more aware of problems that can occur because of hierarchy and social codes.

- There is a need for more bilingual aides and especially teachers, particularly important at lowest levels. Students should be taught in ethnically homogenous groups.
- On-site child care should be made available to increase opportunities for refugee women.
- Much more oral language practice is required. Students need to be encouraged to speak more.
- Use of phonetics in teaching Southeast Asian adults is very important. They respond well to this approach, also pronunciation is very important when job hunting. Even when people know English well, their pronunciation is so bad that they cannot get a job.
- It is very difficult when the previously educated study together in the same class as those who have no former education.
- Those students who are not literate in their own language will have a much harder time learning because, for example, they cannot use a dictionary and do not know how to write things down so that they can remember them later.
- Teachers should have background linguistics training in the main languages spoken by their students, then they will have a better understanding of the specific difficulties their students face both in terms of grammar, conjugation and pronunciation.
- Teachers should make confidence-raising a major goal.
- The curriculum should be needs-based, developed creatively and should get away from traditional mainstream textbooks.

TEACHERS AND ADMINISTRATORS

- There is a need for more in-service and training of teachers.
- The education process is a two-way thing; students have responsibilities to adapt and make an effort to accommodate new situations and challenges just as teachers do. Just as teachers need to modify their teaching styles, students have to modify their learning styles.

- - The ability to perform as excellent teachers is sometimes negatively impacted by the rules and regulations that we are required to comply with.
- The wider community needs to be more extensively connected to the education process.
- We need to address the motivation issue. How can we motivate our students more effectively? Education needs to be more connected to family issues.
- Perhaps we need to create something completely new and different in terms of instructional approaches for refugee students? Do we need to create a new paradigm?
- Self esteem often has much more to do with student progress than the quality of the curriculum or teaching.
- We need to remember the good things that are happening in the education community. There are a lot of very positive thing happening right now in the County that we should not forget.

GENERAL COMMENTS FROM THE FLOOR

- On a micro-level there are certainly good things going on in refugee ESL instruction, but in terms of the big picture, it simply isn't working. "What we're doing is not connecting with what the students need or with the way they want to learn or have traditionally learned in the past." Are our teaching methodologies ethnocentric? Maybe they have been proven scientifically to be good teaching approaches, but when people have come from a totally different culture and society, do those approaches really work better for them?
- Part of the role of the Task Force is that we should act as Evaluators, that means collecting evidence of effectiveness. Although we are always looking for new ideas, we must remember to ask if the new ideas are good ones, are they logical, are they effective, do we have evidence of that, both quantitative and qualitative evidence? We need to reexamine old paradigms also. I get very nervous when I hear people say "let's throw it all out and try something new." What empirical evidence do we have that the new thing we're going to try is any better than the old? We don't have ten years to wait to see if it's going to work. What about some of the old paradigms? Phonics, repetition, pattern practice, examples of how people have learned successfully in the past and gained confidence. Sometimes we have to look back at old paradigms and

records of effectiveness before we throw everything out.

- Perhaps we should develop a pilot program which is ethnically homogenous, team taught by a native (Hmong/Lao, etc.) speaker and a native English speaker. The first part of the class would be taught in the native language with follow up by the native English speaker afterwards.
- We need to institutionalize a way of hearing students and listening to their needs on a regular basis. We need to empower students by valuing their voices.

REFUGEE INFORMATION EXCHANGE CONFERENCE BURLINGAME - AUGUST 18, 1994

This consultation session was attended by 35 registrants of the Fifth Annual Refugee Information Exchange Conference. After general introductions, and review of the Refugee English Language Training Task Force Mission Statement, the group was asked to divide themselves into four groups representing: student perspectives and concerns, community service providers, teachers, and administrators. Each group was directed to discuss concerns with English Language Training for refugees, and a spokesperson for each group was to report back to the entire group the five most urgent or important concerns.

ADMINISTRATORS

- Transportation problems for students prevent or disrupt their attendance at class.
- There is a need for a wider range of appropriate levels offered at more convenient times for students.
- Bilingual aides are needed at the lower levels to at least explain teacher instructions to students in their own language. Curriculum changes are needed especially at the lower levels so students can at least know what's going on.
- Level mobility - it takes time to move from level to level, and federal and state expectations that students learn English more quickly are unrealistic. Even at the community college level, students are not able to move on from semester to semester.
- There should be more of a move toward VESL training, where there can be more of a connection from the ESL class to the workplace.
- CBO administrators have a problem with recruiting enough volunteers to assist refugee families and also with coordinating service provision and collaborating with other service providers in their county.
- Lack of "satisfactory progress" made by AFDC refugees in ESL classes.
- Unclear and inconsistent definition of ESL "completion" are used throughout the state. Does "completion" mean completion of a "level" of ESL, or completion of the entire ESL component? The state should clarify.

- Instructors must be better informed about program goals of early employment and emphasis on student progress. Curriculum should reflect these overall program goals, but many instructors especially at the community college level use an academic, literature-based approach.
- In general, what's needed is better coordination and networking among service providers, coordination of funding and program goals to get the maximum benefit from the resources in the community.

TEACHERS

- Methodology - getting students to "produce" the language. Teachers should use more of a communicative language approach to get the students to speak "real" English in real situations.
- Assessment - The CASAS can be a barrier to students moving on, especially at the lower levels. CASAS may work better at the higher levels, but there needs to be a stronger link between the curriculum that is in place and the assessment that follows. Some thought the CASAS tests are illogical to students and the tests are culturally biased.
- Multi-level classes - funding is not adequate to permit appropriate grouping of students for instruction. Non-literate students and beginning literacy students are placed in classes with intermediate, more advanced literacy students.
- VESL curriculum deals with pre-employment issues, and students really can't access higher level vocational-specific vocabulary and materials (manuals, textbooks, etc.) when that is expected of them. There is a big gap between what students can do and what is expected of them.
- ESL volunteer teachers are not adequately trained; how do we provide support to them, especially in selecting appropriate materials and methods. How can volunteer teachers better access the information and knowledge that is "out there"?
- Students need more time in ESL. They are pushed too fast.
- Lack of child care services in some areas is a barrier to some students attending ESL. Students have difficulty finding providers. Students find that potential child care providers who are also AFDC recipients are reluctant to increase their own incomes. Most likely this is a communication and education problem

about how the system works.

- Some areas in the state have long waiting lists for ESL classes, while others don't. In some areas enrollments are declining and ESL programs are looking for students. Who is responsible when students are sitting on a waiting list, and how can ESL services be provided more evenly to meet student needs?

COMMUNITY SERVICE PROVIDERS

- Funding is not provided in a timely or continuous fashion.
- Structure of pre-employment ESL which is different from VESL. It's difficult for CBOs to collaborate effectively with the community colleges. They teach it in a more traditional way which is at odds with the pre-employment needs of our students. This is a problem when CBOs want to access community college resources, such as having teachers come to teach at CBOs.
- Lack of resources and collaboration - no system to share information.
- Lack of training, coordination and follow-up for volunteers is a problem. Volunteers need training in curriculum and teaching methods.
- Need for ESL at the workplace - students who become employed are laid off or are unable to get promoted because of the language issue. Recommendation is that employers receive a tax credit or funding to provide ESL in the workplace.
- Recommend a volunteer training model be developed at the State Level. Perhaps someone from the State could go from program to program doing training. We know there are a lot of resources out there, but we need a vehicle for networking to prevent reinventing the wheel.

STUDENT-FOCUS

- Open entry classes have a lack of continuity of curriculum with people coming in and out of programs; and it is much more difficult to learn in multi-level classes.
- Many times class size is too big - 70-80 students reported in a beginning level class at an Adult School. Students feel excluded and that "teachers don't care."
- Older students who lack literacy in their own language pose a problem because

they lack a solid foundation for learning English.

- Younger students have difficulty with classroom structure (ie. sitting in a classroom for three hours with the focus on learning.) Curriculum needs to adapt to students who have difficulty concentrating and staying focused for long periods of time.
- Concurrent work and study is not an option for many students when evening and weekend ESL classes are not available.
- Oversimplification of ESL instruction is especially a problem for highly educated students when the curriculum is focused on meeting needs of students who had little formal education in their country of origin. Respect, sensitivity and dignity issues come up. More educated students feel insulted when the curriculum is oversimplified. The problem is actually too much diversity in the classroom and mixing student education levels in the same class.
- Women - encouraging their participation in ESL. Many times men do not allow their wives to come to class. This is embedded in some cultures.

GENERAL COMMENTS FROM THE FLOOR

- Those who fall through the cracks (ie. women 55+, 65+, the unemployable, etc.) have a need to learn English, but there are no resources available for them.

TEACHERS RESPONDING TO STUDENTS' CONCERNS

- Problems mentioned by the student-focus group have been experienced by teachers in the same way and are immediately apparent when they occur. We can address issues of curriculum, but what isn't addressed is the social agenda that goes on in the classroom when students attend from 3-6 hours per day. This is never discussed at meetings and is probably the most important cohesive factor that keeps people in class and is non-divisive if the teacher works it out well. The older people don't have to feel misplaced, and the younger ones don't have to feel insulted by the curriculum. There must be a social application or social approach to what goes on in the ESL classroom. We need to spend more time working out these issues. ESL instructors need to get with the students and address the social needs that come up in the classroom.
- A CBO administrator whose program sends volunteer tutors to refugee homes

made the recommendation that teachers make the classroom a community center where not only ESL is taught but other issues are addressed as well.

SAN JOAQUIN COUNTY - SEPTEMBER 28, 1994

STUDENTS

- Language teachers should be bilingual. Teachers should know what is needed and be familiar with different teaching styles (Asian versus Western).
- Books for homework. Homework should be given and students asked to do it in a special book. (Helps teachers to identify problems.)
- More spelling, grammar, translation and conversation practice. Divide class time. Specific time should be set aside for conversation and comprehension.
- Reading and writing is as important as speaking.
- CASAS test. Teachers are teaching students how to take the test but the information given is not always useful information for the students.
- Smaller class size. Twenty students maximum is recommended.
- If a bilingual teacher is not in classroom then TAs who speak same language as students are needed.

ADMINISTRATORS

- Lack of government flexibility. Inflexibility affects the ability to respond to needs of various groups: working students, elders, and those with special needs.
- Lack of funds to provide appropriate services creates problems with levelling as not enough classes can be offered. "If there are only enough funds to have two classrooms then you are not meeting students' needs because there are many more levels. Recommend that there be at least five classrooms/levels to make sure each person is participating at correct level."
- Better coordination of resources and referral between CBOs and government agencies, etc. Many times, problems students are having could easily be solved

if one knew where to refer that person.

- Need more information to serve refugees well and make referrals.
- Communication. Service providers and GAIN hooked-up computer system so that providers can find out about students. What do they need? What have they had? Make sure provider has the information they need.
- Long term planning for *family* self-sufficiency. Look at family - skills and resources - as a whole. ESL for one family member isn't enough. Minimum of five years needed to achieve this.

TEACHERS

- Length of participation in ESL should be limited to two to three or perhaps even five years. But what about entry level proficiency of students?
- Time requirement. Four hours per day, five days per week with no vacation. This schedule contributes to student burn out; they could perform better.
- CASAS. Not a reliable method of evaluating student progress. Test is culturally biased; not appropriate for this population. Test is given more emphasis than teacher's professional opinion. Teachers know better; they see students on a daily basis.
- Student motivation. Mandatory students are not motivated to do best job possible, neither in class nor on the test.
- Lack of sufficient funding. There are not enough levels and classes too big. Teachers can't get books and other necessary resources. Funding limitations also impede the hiring of enough bilingual TAs for language needs of students.
- Inflexibility of regulations - AFDC & GAIN. Regulations present a barrier to what is in the best interests of clients.
- Inappropriate referrals are being screened into programs. They are not screening for students capabilities in the classroom. There are students with special needs who don't have the ability to perform in classroom. Classrooms are being used as a "holding bin" for students who should be in special needs programs. TA and RESS 1994 funded agencies all agree that "special needs" students needed to be served in appropriate programs.

- CASAS. Some service providers do not have information on material that will appear on the test beyond its format. Trust the teachers. It is important to expose students to the format of the test so that they will be prepared. After a CASAS test is administered, only the scores are reported to teachers; no information on specific areas of weakness and the subsequent follow-up instructional needs of the students is given.
- Only opportunity to give input on client progress is in a negative situation - Not Making Satisfactory Progress. It took four years to get this much. Prior to this, students were pulled from programs with no teacher input at all. Determinations were based on test scores alone. Monthly progress report in case file on each client but for what purpose? Who looks at it? Is it only looked at during monitoring? This is requirement of contract.
- Education related decisions are being made about students by GAIN caseworkers who are not trained education professionals. Input of teachers (student evaluation reports) are only considered from a monitoring point of view. Teachers feel "policed." "They're questioning validity of what teachers are doing." This creates climate of competition rather than collaboration between service providers. Attendance issues go unaddressed. Ninety percent of those not MSP have unsatisfactory attendance but nothing happens. Are workers reading attendance/progress reports?
- We need a meeting like this with GAIN so that our concerns can be heard directly. Will the concerns we've voiced be shared with them? "I haven't met anyone who likes GAIN - students nor teachers. A lot of frustration with GAIN is expressed." "GAIN wasn't designed for refugees." "Before ESL was mandated through GAIN, we had waiting lists of many people for ESL programs." "They (refugees) don't want to be pushed."

At the end of each input session, participants were invited to submit further input in writing if they wished. The following input was received in written form from two different individuals who had participated in the San Joaquin County session.

Being pushed into what is considered inappropriate and unfair behavior explains why many of the attempts to move "elderly" Southeast Asian refugees into English-as-a-Second Language and job training programs in the United States have generally not met with much success. Enrolled in English classes of 35 to 40 or more people, with little opportunity to practice English either inside or outside of the classroom, refugees

find themselves either just getting by with C's and D's, or failing. Many repeat English courses again and again, because they will lose benefits for their family if they do not spend 20 hours a week in English classes.

These programs do not build on the refugees' existing skills, knowledge, and traditional roles, but instead try to push them into a mold which was developed for people of American cultural values. As a result, older Southeast Asians continue to know only failure and frustration, lose respect in the eyes of their children and grandchildren because they are made to appear stupid, and lose their own self-respect because they are unable to contribute to their family and community. Often they confide that their biggest fear is being useless and unwanted in their family.

In the case of Cambodian refugees, there is another factor which must be considered as well. Most of the Cambodian refugees who are here lived through the traumatic genocidal years of Khmer Rouge control from 1975 through 1978. In those years, they were subjected to famine, confinement in hard labor camps, family separation, physical and mental torture, and scenes of murder, rape and other brutalities. Many still experience nightmares, depression and other sign of Post-Traumatic Stress Syndrome.

To expect people who have experienced such trauma, and who have grown up with the cultural perspectives discussed above, to now learn the difficult language of English at a level sufficient to discuss complex concepts, develop new job skills, and learn the nuances of American cultural interaction sufficient not only to get a job, but to keep it, is simply not realistic. In good economic times, it would be questionable, In these difficult economic times in the United States, it is totally unrealistic and dooms the elders to experience on-going failures and setbacks. Given what must be learned, a 45-year old refugee will probably not be ready to seek a job with any hope of getting and holding it until they have gone through a minimum of seven to ten years of language and job training. By that time, they would be 52 to 55 years old. They are then asked to compete in the job market with Americans who are fluent in English, have a high school or college education, often with a great deal of experience in the American workplace plus cultural know-how to interact with their co-workers. We are setting the Southeast Asian elders up for on-going discouragement. Most of the present training programs are destined to fail except in a few rare cases.

In refugee families and neighborhoods, many people are stressed and confused. The children are not receiving the guidance which parents and elders would have provided because they are now too tired and stressed, worried about their English lessons, or that their financial assistance will be cut if they fail. Some even express the fear that they will be abandoned or deported in their old age. Although often ashamed and

worried about their children's behavior, they are totally confused about what values and discipline are acceptable in American law and society. The children, accordingly, see their parents and grandparents without work, having great difficulty in their lessons, and are confused and frustrated with American values and lifestyles as portrayed on television. The children fall prey to the influence of peers and other who may draw them into gang activities and the world of drugs and crime. Often young Southeast Asian girls seek escape from the depression they find at home through love affairs and become attached to a much older man through a marriage hastily arranged by their parents to save the family's honor.

It is time to reassess and try alternatives in the social service programs for the Southeast Asian older refugees.

* * * * *

Not all refugees have the motivation or incentive to learn ESL. Perhaps as many as fifty percent lack motivation. The reason for lack of motivation is that they can survive without English. There are quite a lot of Asians in California who do not speak English at all. Thanks to the diversity of American cultural environments, there are China towns and other social units in which Southeast Asians feel quite at home. Besides, to our clients, survival can simply mean having enough food to eat and a shelter. They may not think beyond satisfying these needs and it is possible to satisfy these basic human needs (to drink, to eat and to have a place to sleep) without speaking much English. It is not necessary to know the names of food if they shop at Food for Less. They can just take whatever they like. Now they have government welfare checks. If that source is no longer available, they have their children (quite a few) who will follow the tradition of providing some sort of support to meet their parents' basic human needs. In Asian cultures, parents usually live with their children when they are old. If that can be arranged, the pressure to be financially independent is reduced. There is no point in their working hard to earn five dollars per hour when there is another way to survive.

Those who lack the incentive to learn are generally older people. For them it is hard to find a job that can make good money. There are few such jobs available anyway. Language is not the only reason for their unemployment. Even if they could speak survival English, it is still hard to find a job that can bring them more money than they can obtain from welfare sources. Why should one bother to work hard to get only as much as, if not less, than one can get from welfare without working at all? Moreover, one may lose government medical benefits. It could be disastrous if one does not have medical insurance. So, in their situation, not to work seems to be the

wisest decision based on a sound and logical judgement. Besides, we should not forget the larger social context in which American people themselves are asking for more social entitlement. They are not living in an age when people felt proud to work hard to establish themselves in a new land. People have already forgotten Kennedy's enchanting words: "Ask not what your country can do for you, ask what you can do for your country." It is easier to understand the "lack of incentive" problem in this larger social context.

Language learning needs language environment. To be in the United States physically does not necessarily mean that refugees are benefiting from the language environment. Most students live in apartment complexes where their refugee neighbors are the only people they communicate with on a regular basis. They do not have any American friends. We should know the difference between a second language and a foreign language. When people come to an English-speaking country and learn English to survive, they are learning English as a second language. But when they learn English in their own country where English is not used for communication, they are learning English as a foreign language. Our clients are actually learning English as a foreign language, because they still live in their small world where they never have enough English language input and never use English for real communication purposes. This may also explain the failure of some teaching methods employed in language teaching. Teaching methods and teaching techniques used in competency-based programs are based on the presumption that students are exposed to the English language environment and have enough genuine language input. When the input basis is gone, it is not surprising that some teaching methods won't work.

There is no reliable evaluation system which has been used effectively to evaluate students' achievement as well as teachers' performance. The multiple-choice questions are irrelevant to their real life situation. Since it is almost impossible to have all the students interviewed by one GAIN testing worker and the present testing method does not work well, teachers should have more authority in deciding whether a student should exit the program or not. Multiple-choice test results could be used together with teachers' opinions in making the final decision. If the GAIN ESL program continues and the State insists that a formal test be used to evaluate students' progress, then we should reconsider the use of the CASAS test as the preferred instrument.

Improvement should be made to overcome the shortcomings of competency-based curriculums. Language learning involves learning basic language units smaller than competencies. Words, phrases, sentence pattern, and grammatical structures are all the basic things that should be grasped by a learner. In fact, to learn a competency involves more cultural behaviors than language skills. Instead of competencies, we

also have to teach the basic things necessary to develop students' language skills. The competency-based curriculum can be strengthened if we add more language components to it. Language skills should be taught in such a way that students do not focus on language forms. It is wrong to teach grammar and translation as a means for communication. Grammar and translation can prevent students from acquiring the language if they are taught as a means of communication. They should be taught as a method to acquire the language. Grammar should be taught covertly instead of overtly so that students do not focus on linguistic forms.

Whether or not one has some previous formal education in one's own language can make a big difference. Most of our clients are from Cambodia and Laos. They were farmers in their own countries. They never had any education before. It is very difficult for them to learn a new language. It is even worse when those students are put into a class in which there are students with previous formal education experience. Different students have different expectations. Those with an education background tend to like more linguistic instruction (such as grammar). On the other hand, grammar is something incomprehensible to our farmer students, since they have never experienced this kind of instruction.

There is no doubt that refugees need English language training. But the training should not be so prolonged as to become the lifelong learning process. There should be limitation to the number of years a client can stay in the program.

LOS ANGELES COUNTY - OCTOBER 20, 1994

There were no students or former students at the Los Angeles County Public Input Session.

TEACHERS

- Job searching skills. Teaching them is a problem. It is difficult to motivate students to take entry level jobs. There's a need for input from job developers. Recommend having them accessible to the teachers or involved in the classroom.
- Range of literacy levels in education - in each class and across the program. Different education backgrounds of the students (ie. pre-literates in same class as educated students.) Large and multi-level classes present problems.
- Cultural orientation needs to be incorporated into ESL curriculum. Access

referral information and resources available to client. Overcoming fear of new culture/getting a job.

- Need regular communication between teachers and others within agency working with client. Daily meetings with all staff.
- What kind of teachers are we hiring? Need enough skilled, experienced teachers. In addition, need to offer them instructional support, training and materials.
 - Need materials, ideas, strategies to be shared between service providers. Need key person in the agency that teachers can go to for answers.
 - "We need much better than average teachers." "Material sharing, resources networking (in our field but especially in our jobs.)"
 - Need resource teacher available to pull together material.
 - Motivation is often geared toward education not employment.
 - Orient teachers to goal of making students self-sufficient so that they can motivate them to work first, then continue education.
 - Materials that specifically address self-sufficiency for refugees. Include examples of success and explain how others did it?
- Influx of students is uneven and creates teacher hiring problems. Hard to maintain an even program with uneven referrals.

ADMINISTRATORS

- How important is ESL to finding a job?
 - Pre-Employment Language Training (PELT) - Short employment ESL program. Learn language to get a job as soon as possible.
 - What should determine when a client is employable? What does a client have to know?
 - Which test should be used to determine this? Different agencies using different tests. Should test be employment related?
 - Is a longer program necessary? Even if it is, the state mandates early employment.
- Motivation of different ethnic groups.
 - Some groups want to acculturate fast; they want to work days and learn in evening, for example.
 - Age is an issue related to motivation. It can be related to hopes and dreams - for example, whether it is realistic that they can work in this country. Motivation of 20-45 year-olds is much higher. The motivation

factor makes it easier for this group to learn English.

- English proficiency is a moot issue for RCAs.
 - After eight months, they must work or they receive only General Relief.
 - AFDC clients have more time. In addition, they continue to get supplementary income if they take a job.
- Refugee program in L.A. is separate from GAIN. Referrals are taken for refugees who have been on welfare for up to three years.
- Ethics - How to get clients to admit that they're working and get off aid. U.S. work ethic - related to welfare fraud - some work and continue to receive aid. Goals of ESL within refugee program differ from wider arena of ESL.
 - Not indefinite ESL until you learn to be fluent. Have only nine weeks. This can cause conflict. Different experiences of clients should be considered.
 - It's not either/or: work or ESL. Explain to students that they will continue to learn English while they work.
 - Our approach with RCA and AFDC clients needs to be different. Bottom line is the same - WORK - but RCA and AFDC clients have different mindsets.
 - AFDC clients can self-initiate into a program which has objectives that do not jive with PELT objectives - this is a long term vs. short term preparation perspective.

SOUTHWEST REGIONAL LABORATORY - SOUTHEAST ASIAN CONFERENCE, LONG BEACH - OCTOBER 20, 1994

The input session at this conference was conducted in round table discussion format. What follows are notes on the input on a variety of different issues as reported by individuals in attendance.

- Concern for women. Bridge needed to employment. Desired jobs require special skills. Can't access vocational programs with level of English when they finish ESL programs. Need to be taught how to function in vocational education programs.
- Single parents. Child care issues and other commitments take time away from learning.
- Request for medical deferrals. Students experience headaches in classroom caused by the stresses of learning.
- Students who are pre-literate in native language feel that ESL classes are inaccessible.
- ESL with bilingual support. Use senior citizens as conversation partners. Students are much more comfortable when teachers have made effort to learn their language.
- Need motivational counseling about the reality of employment in the U.S.
 - Identify goals. Why do you want to learn English? What are employment goals? How long will it take? Depends on student's goal and motivation.
 - Need focus on pre-employment skills. What is key to motivation? Find out what motivates the students and incorporate that into the curriculum. Validate the students' meaningful language experience. Learn from the K-12 experience and research.
 - Involve adults in creating curriculum based on students' needs (ie. securing and keeping a job).
 - Need more emphasis on oral proficiency.
 - Students need more opportunities to practice English outside of the classroom (ie. within the family).
 - Connect K-12 with adult forum so that parents and children can learn together.
 - Classroom structure is not one that creates atmosphere of dialogue. It

should not be so teacher centered. Provide diversity throughout the program. Situations exist where students do not NEED to speak, therefore no motivation. Where there is motivation there may be no pressure or opportunities.

- Need: at this point in the refugee's life, is there a need to speak English?
 - Depends on the community they live in; they can often get by without English skills. If you don't need to work then you don't need to speak English. Dependency on aid creates expectations of being taken care of. "We're OK now compared to what we've been through." Don't feel compelled to achieve and move beyond.
 - Need time limits both on aid and in ELT. Understand that learning language is a lifelong process. Need to be careful defining limit; it's a case by case situation.
 - Must be careful not to impose our values on adults. Be aware of cultural differences. What is good for students from their perspective?
 - Different students have very different needs.
 - Look at the big picture. It's not as simple as ESL alone. Other services are needed, for example mental health services.
- Teachers' needs. Lack of appropriate materials for adult students. Need in-service training for ESL teachers. Be aware of and sensitive to the cultures of students. Cultural sensitivity training should be offered. Smaller class sizes are needed. These students need lower teacher/student ratio.
- ESL refugee adults are a special needs group.
 - Need to identify resources beyond classroom.
 - Need a planned program to integrate ESL into adult teaching credential.
 - Teachers should have some knowledge about linguistic differences.
 - Conflict in priorities (refugees and immigrants). ESL for citizenship. Where to spend dollars?

SAN DIEGO COUNTY - NOVEMBER 30, 1994

TEACHERS

- Better connection between school and work. Now students are in ELT, then they stop and go to next service.
 - Purpose of ELT? With OJT - Students are currently involved in improving ESL and work training at the same time.
 - Get students involved in volunteer work situations. Find ways to get

around problems with union objections to this.

- Support the GAIN lab model as methodology for providing ELT to refugees. Incorporates whole class learning with extra support and opportunities for independent learning. Computer assisted instruction is used as a backup. Student demonstrate responsibility. Follow-up proven to be effective.
- Need more support. Instructional aides. At present, fifty percent of some instructional aide time is used for clerical work; this represents dollars taken away from instructional support. Provide native language counseling up front to create a work plan and goals for the student.
- Better screening is needed in the time-limited programs to bring in population that has greatest chance to succeed. Many students have low literacy levels, little education in the country of origin, or learning disabilities. For these students, six months of ESL instruction is unrealistic. Concentrate resources on more realistic prospects such as intermediate students.
- Curriculum development. If it's good, it's expensive. It costs to develop a specialized curriculum.
 - Best curriculum came from a special grant that funded a curriculum writer.
 - Like GAIN lab because it's student-centered and interactive; teacher is facilitator and student is in charge. This is more like a workplace situation.
 - Teacher training and mentoring are required if we are going to use this type of model (GAIN lab model). Collaboration between educators and business should be increased.
 - Include students in planning process.
 - More bilingual counselors are needed.

STUDENTS

- Time/content of ELT. Students - Southeast Asians - are slow to assimilate; they are frustrated, frightened. Generational conflicts between parents and children, other home life factors interfere with learning process. Kids in U.S. have lack of ethics and discipline in school. Need parental involvement. Concern about how to avoid second generation welfare dependency.
- Program evaluation on a regular basis is needed. Former students should be involved in training as role models/success stories.

- Relevant curriculum: relate to workplace. What is the goal?
- ELT should not have just oral communication focus. We need literacy (ie. filling out forms).
- Networking between schools and workplace.
- Long term follow-up to determine what happens to refugee students. Students are being placed in jobs but for how long? What happens later?
- Welfare system is failing students; it promotes dependency.

ADMINISTRATORS

- ELT is designed for general population; not designed specifically for refugees. No special dollars are available to support training refugee teachers. Need more staff development, including cultural awareness training in order to be more effective. Native language teachers might be helpful. But having a specific ethnic group in a class with a teacher from that same ethnic group would likely slow assimilation. Perhaps bilingual teachers are not needed but teachers should be better informed.
- How long is sufficient for ELT? Six month limit - San Diego pilot - is too short. But some refugee clients are able to find work that does not require English language.
- Refugees are turning to two year college programs to learn English instead of going to adult schools where there are free classes. Motivating factor is that additional financial support is available from colleges. Disadvantage is that it will take longer to become self-sufficient; will take four to five years to complete a two-year program. Sixty refugee students (new arrivals - one year) enrolled in college classes. This is contrary to the encouraged goal of combining higher education with work.
- Concern about ELT classes format. Number of students in class: minimum now of 23. This is too many for low level students who require extra time.
- How many hours each day? GAIN clients get five hours each day. Is this too long? Students lose concentration and don't get maximum benefit from the class. This can be addressed by variation of activities in classes. Multi-level classes present difficulties. Absenteeism is a problem. Students will not get

full benefit; they do not receive continuing training. Absenteeism is dealt with by referring agency not school.

- Focus ELT on vocational approach. Need an up-front focus on employment.
- Welfare system - dependency. Students get the impression that they have endless time to learn English and get jobs. There are no incentives. Reform needed to provide a greater incentive to work and move toward self-sufficiency in a shorter period. Emotional support. Need cultural orientation and improved adaptation skills.
- Train teachers to understand the refugee resettlement process. We need to network and collaborate. We all need to understand the other parts of the process.
- Need to be sure that consistent information is given to refugees from point of entry through education, counseling, job development, etc. Reinforce the focus of early employment and "Work Pays."
- Better cross-cultural understanding - for example, differences between Lao/Vietnamese - this is necessary to be effective.

BAY AREA COUNTIES - SAN JOSE, CALIFORNIA - JANUARY 27, 1995

STUDENTS

- Teachers are not sensitive to students' needs. Too much writing and not enough speaking in the class. Students can't participate because they are not comfortable. Teachers don't help. Students are shy, don't like standing up. Teaching methods are different - participation expected. In Vietnam, teacher will ask students to speak, not expect students to volunteer. Students feel intimidated by teachers when they make mistakes. Embarrassing, especially for older students. They are afraid to speak up because they might say the wrong thing.
- Help students prepare by giving them materials in advance so students can review.
- Cannot connect picture representation to English word. Need lots of repetition.
- Students on public assistance lack incentive to learn. They feel that coming to

class is enough; actually learning something in class isn't necessarily required.

- Teachers should make it mandatory for students to speak only English in class.
- Don't like multi-level classes. It is difficult to learn with too many levels in one class.
- Mixed feelings about bilingual teacher's assistants. Might depend too much on T.A.s and not pay attention to teacher. But they would at least be able to request help when they don't understand. Sometimes T.A.s play a major role; teachers play minor role.
- Want American teacher, not someone with a non-American accent.

TEACHERS

- Open entry/exit problem. Would prefer fixed term so teacher can create coherent curriculum. Creates a "quicksand" situation. Jumping back and forth. Not enough preparation time - short notices to start class(es). Project directors should be former teachers; they understand what it takes.
- Different levels of students with differences in skill levels in reading, writing, speaking, etc.
- Learning disabilities. Problem of diagnosis - requires baseline English abilities to take diagnostic tests.
- Complaints about vocational training programs. Do they work? Students get thrown back to ELT if participation in VT is not successful. It would be better to coordinate vocational training with ELT programs.
- Time restraints for students - three to four months. Not fair to teachers or students. Students are not ready in this amount of time. Is there any connection between ability level and amount of time students have to study? It isn't up to the teachers how long students stay in class. Want more freedom to influence and design program. Teachers feel there is pressure to place students in jobs before they have had adequate time to acquire language skills. Funders do not want to fund for language or job training; they want to fund for job placements.
- What is adequate vocational training? Individual students have different

needs/abilities. How do we provide training to each/all? How to individualize? Goal is to "complete" the student. What does "completing" a student mean? When are they "ready"?

- Students working the system. Lacking motivation, going through the motions. Cultural barriers - perhaps we're not very clear about students sensitivities. Getting students to participate - how? What would be appropriate? Don't want to volunteer or be picked out. It is difficult to teach conversation for long periods.
- Materials. Money for videos, computers, etc.
- Want teachers' assistants - especially in multi-level classes. Need help and smaller class sizes (15-20 students).
- Longer time.
- More financial support for students. They have to leave classes because they need money.

RESPONSES TO STUDENTS' CONCERNS

- Hard to facilitate conversation in classes. Oral language is very difficult. Need help. "There's only so much I can do."

ADMINISTRATORS/LINE STAFF

- Funding for programs and for clients. Length of time RCA clients get money. Child care, lack of money, health care - can't take ESL and/or jobs.
- Need for job development in conjunction with ELT. Back-up language acquisition - more ESL after working. Extended services. Need for workplace ESL. Job developer could set up. After job placement, no ability to progress unless they learn more English. Need commitment from employers - program requirement from state to see employers as part of big picture - both in placement and funding of workplace ESL.
- Need ESL for those already working. There are waiting lists to get into mainstream ESL in adult education.
- Contracts, rules and regulations. All influence, both positively and negatively,

our ability to deliver quality services. Need to be well-planned. Performance based or cost reimbursement? Paper work concern. Is the money going to train students or is it going to fill out forms? Documenting vs. learning issue.

- Cultural orientation to improve adaptation skills.
- Targeted Assistance Program contracts - three months of ESL is not enough to get students ready for work. At least six months is necessary.
- Different clients/different needs. RCA client different than the JTPA client. There is no single solution. Choose who we are going to serve. Prioritize - who is likely to succeed?
- Follow-up ESL classes. Waiting lists for these where they exist.

SACRAMENTO - MAY 4, 1995

TEACHERS

- For refugees, especially for single refugees - those receiving RCA - ELT is too short - only three months. Recommend six months minimum. In the first three months, students are experiencing "culture shock"; they are adjusting to their new culture and thus they are not able to absorb much new information. After this first three month adjustment period, students are much more able to learn.
- Gear emphasis on self-esteem within instruction of ELT. Viewed as equally, if not more important than learning a new language. Concentrate on oral skills/conversation which are directly related to self-confidence. Relate to employment.
- Frustration with multi-level classes due to funding limitations. It is difficult to teach these classes because of the need for many different lesson plans. Also, open entry/exit leads to repetition of lessons.
- Geographical placement - placement of students into ESL programs and other services according to the zip code in which the refugee students reside. Recommend that screening of students into the programs should be based on past experience and client preference instead of geographic location.
- Teachers often encounter students with lack of cultural orientation training (ie. former political detainees). Teachers have noticed a difference in these students

which impacts the ESL classroom. Recommend that ESL programs should include cultural orientation.

- More technology incorporated into ESL instruction. This would be another way to motivate students in the classroom. Keyboard literacy is very important.
- VESL classes need to be introduced into the ESL programs for refugees. Skills training concurrently or sequentially, is important especially for AFDC recipients (large families).
- Workplace ESL should be funded. Use refugee funds to pay teachers to teach employees in the workplace.

STUDENTS

- Students need instructional aides. Recommend bilingual T.A.s especially for clarification for students at low levels.
- Teachers' expectations of students is low, especially in regards to the completion of homework assignments.
- Need for special classes for middle-aged and older students (45+) because of speed of English acquisition and experience of students. Older students can feel uncomfortable learning in the same classes as younger students. They have greater problems with adaptation and acculturation. These students have a greater tendency to experience depression related to problems they encounter learning English.
- Teachers should be native English speakers. Because accent and pronunciation are problems, it is important to have "perfect" model.
- Students should learn through integrated approach: reading, writing and speaking. Teach what is useful and how to *use* what is taught.
- Limit class size to no more than 20 students per class.
- Students need teachers to correct them in both written and oral mistakes.
- Need practical and survival ESL skills as opposed to a textbook/academic focus.

- Need stronger emphasis on communication skills. Students should have opportunity and environment to practice verbal skills. Adult ESL students only speak English in classroom.
- Two hours is too long without break.
- Not enough ESL classes. There are waiting lists in certain areas of Sacramento County. (It was noted that there are waiting lists in some programs while in others there are many opening. Quality of instruction, transportation were noted as possible reasons for this.)
- Need medical terminology and emergency situation instruction within context of ESL classes.
- Volunteers as tutors to promote friendship, culture and conversation.

ADMINISTRATORS

- "We were employment-focused." ESL students stay in programs too long because our focus is employment.
- Employment programs. "How can we work with school districts to get our clients to exit in one to two years maximum?" Many clients stay in ESL programs for four to five years. Welfare and ESL trap students into dependency. Too long a break in workforce participation for clients who enter country with experience is a disservice to clients.
- We need to change the perception of English first, employment second. Russian-speaking refugees want to learn English as first priority *before* looking for work. This can lead to loss of independence and self-sufficiency. Want to see dual focus - ESL and employment - but single priority to have clients become self-sufficient.
- Labels/terms need to be consistent so we understand each other. Bottom line is concurrent, as opposed to sequential, activities so that client will learn English while participating in job training or on the job. Suggestion: client on the job three days, in the class two.
- Need to redefine our labels and our programs so that we don't become part of the problem. "This may be holding us up."

- We have access to and need to use technology more, not only as a teaching tool but also as a communication tool between ourselves as administrators. Utilize technology to staff cases more efficiently to better serve clients (ie. Progress tracking, protocols, attendance and time lag).
- Perception/fear of clients is that they will lose welfare if they work. Recommend earlier and more consistent presentation of "Work Pays" throughout students' participation in program.
- Multiple funding sources can create problems. Be prepared for future, work together and communicate better.

CONCLUSIONS

The Refugee English Language Training Task Force is charged with evaluating the English Language Training Programs designed for adult refugee clients who are receiving services through the State of California's assistance programs.

During the past year, the task force has collected and reviewed program records and documents from around the state. Program administrators, members of community based organizations, program participants, language teachers and state personnel have been interviewed. Site visits have been conducted in six different counties at eighteen different programs. Where possible, the curriculum in use at each program visited by the task force has been collected, reviewed and described in this report. Public input sessions have been conducted at eight different locations where all stakeholders were given the opportunity to give input on issues related to English Language Training for refugees. The results of this year of work are presented in the ten broad conclusions that follow this section and the eleven recommendations in the next section. In addition, an examination of the literature and knowledge base of adult education and more specifically refugee education literacy programs has been done. Findings from this review are included in this report as Appendix C.

Just as there is no one set of characteristics that describe all refugees, neither are there universal standards for language programs nor one single measure of effectiveness of such programs. Measuring the effectiveness of each program in each county by the same single criterion, such as job placement rate, would ignore the significant and constantly changing factors affecting refugee clients' abilities to benefit from adult education programs. Program effectiveness is indeed a complex and multivariate issue. For example, before equating an English Language Training Program's effectiveness with the ability of its students to become employed, each county would have to factor in the local economic issues, competition for entry-level jobs from other linguistic minority populations, trends in the changing unemployment rate, educational and literacy levels of adult refugees, migration of unemployed refugees from other counties and other states, the recency of arrival of the refugee populations and the nature of the refugee experience that compelled departure from the country of origin.

One of the most remarkable things revealed by the activities of the Refugee English Language Training Task Force over the past year is the great variability in the way that English Language Training is offered to refugees throughout the state of

California. In many instances this must be represented as an asset since it reflects the diversity of the population being served and the differences in local environments. In other instances the variety that exists can certainly be characterized as reflecting a difference in the quality of services being offered.

I. CULTURAL SENSITIVITY AND ACCULTURATION ISSUES:

** Communicative teaching approaches and English only classroom policies can be perceived by some adult refugees as culturally insensitive.*

**The imposition of an early employment approach on recently arrived adult refugees who face multiple barriers to employment can inadvertently damage their prospects of achieving long-term self sufficiency.*

Many of the professionals working in the area of language instruction for adult refugees have been drawn to such work out of a desire to be productively involved in assisting these new Americans with the difficult challenges they face as they acculturate to United States society. This fact was immediately apparent to task force members as they visited programs across the state of California. In many programs, the assistance and support provided to adult refugees extended far beyond the job descriptions of teachers and administrators. This fact is worth recognizing and emphasizing since such efforts "beyond the call of duty" can often become taken for granted and assumed to be part of the regular responsibilities of instructional and administrative staff. In classrooms in public institutions and community based organizations across the state, the task force encountered teachers who had succeeded in creating cross-cultural bridges. In many situations teachers were observed to play the role of confidence builder, counselor and friend. Of all the impressions that remain with task force members as a result of evaluation activities, the one of most impact is undoubtedly the fact that English Language Training professionals are committed and sincere in their efforts to provide assistance to adult refugees.

The central purpose of task force evaluation activities is to promote productive change. In order to do so, issues of concern must be identified and used as an opportunity to generate further discussion and identification of potential improvements. One element of the task force mission statement calls for an examination of whether ELT programs are effective in meeting their goals and are without undesirable side effects. It is obviously the case that ELT programs offered in an environment lacking in cultural sensitivity will have undesirable side effects. It was the experience of the task force that some of these side effects occur in situations where otherwise culturally sensitive teachers and/or administrative staff were simply unaware of the possible consequences of certain teaching techniques or instructional practices. For example, interactive, communicative activities involving songs, or acting out motions maybe uncomfortable at best, offensive at worst to some adult students. It is for this reason

that a mechanism for students to give (anonymous) input and feedback on what happens to them in the classroom is absolutely vital to the effective operation of an ELT program.

Task force members were also concerned about the negative implications of maintaining an English-only policy in ELT classrooms. Adult refugees exist in an environment that exhibits very little cultural affirmation. The message that they often receive from wider United States society is one of disrespect for their ethnic group, the color of their skin, the smell of their food and the languages that they speak. As evident in research literature on acculturation, successful adult refugee acculturation is facilitated when the adult refugee is able to remain firm in his or her own cultural beliefs. He or she must be able to start from a secure position of cultural identity. Any approach which undermines an adult refugee's ability to maintain this position is to be discouraged. The effort to maintain an English only policy in ELT classrooms, coupled with exhortations to speak English at home, "especially with the children," amounts to a denigration of the home language and therefore the cultural identity of the individuals concerned. This could certainly be characterized as an unintended and undesirable side effect of an ELT program. In programs where cultural sensitivity underpinned instructional activity, the effectiveness of teachers and staff who understand the cultural background and barriers of their students was immediately evident.

The potential for undesirable side effects was also suggested by a pilot program in operation in Los Angeles, though it is certainly not limited to this program. Central to discussions about welfare reform and rule changes in refugee assistance programs is the issue of the need for an urgent early employment focus. Los Angeles County has been operating a pilot program which involves the participation of refugees in ELT programs and job placement activities within ten days of arrival in the United States. The obvious advantages of capitalizing on the energy and excitement of new arrivals and using this positively to launch them onto an employment-oriented path was illustrated to task force members by visits to classes at this program. Some students who had been in the United States for a very short period of time were clearly delighted to be participating in such a high energy program so quickly. They seemed to be proud of the employment goals they had and they assumed in everything they said that they would be working very soon.

While giving this program qualified support, task force members were mindful of the job market context in which it is set. At the time of the task force visit, the early referral program had just started and it is therefore not possible to comment on its efficacy. A second year of funding seems likely and extensive tracking of clients to determine the long-term effects of early referral and early employment is absolutely

vital. Of greatest interest is whether such an approach actually leads to long-term self sufficiency as opposed to initial but unsustained participation in the job market. Also of interest would be documentation of participation in further language and work training by these demonstration project clients. Without access to continued language and work training, successful long-term employment may be unlikely.

The success of such a program depends heavily on the local job market. For a program to take the approach that everyone is employable, as this program does, is only reasonable if there actually are realistic job opportunities for clients. To "push" clients who might not, in fact, be immediately employable, due to the constraints of the local job market and other personal barriers to employment, could be interpreted as "setting them up" for failure. Many Central Valley counties have experienced double digit unemployment for more than a decade. Refugees must compete for jobs with many other language minority groups, many of them better equipped to seek, secure and maintain employment than the predominantly Southeast Asian refugee population in this part of California. Service providers who have worked with this particular population over the past years understand the complexities of the acculturation challenges they face. These challenges cannot simply be eradicated by changing to a policy which promotes early and urgent entry into the job market or time-limited participation in training programs or receipt of welfare.
(Please refer to recommendation 2.)

II. QUALIFICATIONS OF TEACHERS:

** There is great variability in the qualifications that teachers of adult refugee students are required to have. Acquisition of certain credentials may not have involved teachers in training in English Language Teaching methodologies or language acquisition theory.*

The credentialing standards required of teachers in different programs cover a wide range. Some programs require teachers to have an Adult Multiple Subject Teaching Credential as approved by the State of California Commission on Teacher Credentialing. Others require teachers to have a Bachelor's degree in any discipline and a minimum of one year's experience of teaching ESL, yet others require a Bachelor's degree in ESL, linguistics, a foreign language or another similar field and a certificate in TESL. Some programs, in special circumstances, allow for a complete waiver of any credential requirements for their teachers. While a commitment to flexibility that will ensure the provision of the most effective and sensitive services to refugee ESL students must be maintained, it should also be acknowledged that such a disparity in teacher qualifications will obviously be reflected in the quality of teaching that adult ESL refugee students encounter. It should also be acknowledged that possession of an Adult Multiple Subject Teaching Credential is a general preparation

for instruction in a wide variety of adult/vocational education areas. It does not involve the credentialed teacher in question in any specific training in language acquisition theories or ESL teaching methodologies. Neither does it involve training in cultural sensitivity issues which can so often be crucial to the effectiveness of an instructional approach.

The finest teachers of English as a Second Language encountered by the task force were those who had received training in second language acquisition theory, ESL teaching methodologies and their application to instruction for adults. The best teachers we met were those who were members of professional organizations related to the ESL field and actively involved in upgrading their skills through ongoing participation in relevant workshops and training sessions. They also ensured the existence of structured mechanisms which allowed their students to give input and feedback on what took place in the classroom.
(Please refer to Recommendation 2.)

III. PROGRAM VARIABLES - STUDENT CHARACTERISTICS:

** Mandatory attendance of ELT programs is negatively related to the motivation level of adult refugee students.*

** The cultural background, experience of flight from the country of origin and refugee camp experiences affect the abilities of adult refugees to develop the self-directed and individualistic approach required for successful and swift acculturation to United States society.*

Another of the specific goals of the task force was to identify whether the ELT programs are needed and used by the target population. There is, of course, no question that the ELT programs are needed. Of particular interest to the task force is the issue of how the programs were used. On numerous occasions task force members encountered situations where the individual motivation level of adult refugee students was characterized as a very important variable in predictions of likely success in a program or the journey toward self sufficiency. A marked contrast was observed between the motivation levels of students who participate in programs on a voluntary basis and those who are mandated to attend. Programs that take volunteers are often able to reinforce their programs by building in incentives to develop the sense of personal responsibility that, from a Western perspective, each individual is believed to have for his or her own future. In a voluntary context, entry requirements and insistence on excellent attendance can be represented as incentives. When adult refugees are mandated to attend, such structures can often be interpreted as punitive and "policing" and programs must therefore work hard at promoting the necessary sense of personal responsibility in other ways.

It was noted by the task force how much easier it appears to be to promote this self-directed approach to self sufficiency in the United States with refugees from the former Soviet Union or Eastern Europe than it is with Southeast Asian refugees. The cultural and formal education differences between the two groups can obviously account for much of this difference, but it is believed that some of it can also be attributed to the different nature of the refugee experience the groups have had. So many Southeast Asian refugees have been severely traumatized by decades of violence in their home country and/or debilitated by long years of waiting in refugee camps, that arrival in the United States can often be seen as the end of the story as opposed to a new beginning. So often what we witnessed in predominantly Southeast Asian language classes with students beyond their late 30s, was a dulled sense of personal power. This, coupled with a philosophically more fatalistic outlook on life that characterizes some Southeast Asian cultures, makes it hard to cultivate the pioneering mentality that is required for new Americans to acculturate successfully to this society, and, most importantly, to become self-sufficient. In contrast, the experiences of refugees from the former Soviet Union or Eastern Europe, while not to be minimized, appear often to have galvanized them for the struggles they face on entering the United States. The psychological barrier that the former Soviet refugees appear to encounter was the leap of acceptance that was required to realize that, in most cases, they would not be able to secure jobs in the same field as those they had left in the former Soviet Union.

(Please refer to Recommendation 2.)

IV. MENTAL HEALTH ISSUES AND DIAGNOSIS OF LEARNING DISABILITIES

** Appropriate diagnosis of and response to depression, other mental health problems and learning disabilities can be complicated by the cross cultural context of adult refugee students in ELT classrooms.*

These two related issues were repeatedly encountered by task force members during program site visits and input sessions. Teachers and administrators often expressed the concern that they had no reliable diagnostic instruments for use with students whom they suspected to have learning disabilities. The learning disability diagnostic instruments that do exist are generally designed for use with native speakers of English. There is little consensus about the definition of learning disabilities. There is very little research and documentation on the identification of learning disabilities in adult students who are marginally literate in their primary language and have limited experience of formal education. When teachers and administrators are interacting with adult refugee students who are having problems with the process of acquiring oral and written skills in English, it becomes very difficult to know what

specific barriers are causing the problems. The task force acknowledges the difficulties that can occur when a genuinely learning-disabled student cannot be diagnosed as such. However, we are also concerned that students may be inappropriately labeled as learning-disabled in situations when their learning difficulties are actually caused by a lack of familiarity with a formal learning environment and/or process. Such determinations can only be made by trained and qualified practitioners who are familiar with the cultures and refugee experiences of the individuals in question.

Closely related to this is the issue of diagnosis of mental health problems. In highly challenging instructional situations, it is easy to forget that "depression" is a clinical term that is used to describe a state of mental health. Mental health professionals are trained to identify depression in patients and then recommend appropriate treatment accordingly. Task force members repeatedly heard instructors and administrators describe some of their students as "depressed and lacking in self esteem." Caution is urged in the handling of such complex issues. Manifestations of depression have been documented to be culturally determined and the latitude for and implications of misdiagnosis or misinterpretation are great.

(Please refer to Recommendation 3.)

V. PRE-LITERATE STUDENTS:

**** Preliterate adult students can be predicted to require longer periods of time in ELT classes as compared to literate adult students.***

Though there is limited research available on the relationship between first language literacy and second language literacy acquisition, there is a growing research based consensus that literacy in the first language impacts the ability of an individual to become literate in a second language. (For a more detailed discussion of this issue, please refer to Appendix C). One research project based in a Hmong refugee camp in Thailand found that students who were not literate in their native language learned very little in the English class as compared to those who were either literate or had a background of formal education. This parallels the experiences of many preliterate adult refugees who are currently participating in ELT classes in the United States and who are observed to be making slower progress than anticipated by welfare assistance and job training programs.

The debate which surrounds appropriate service provision for preliterate students is ongoing. It may not yet be possible to state authoritatively that provision of native language literacy classes (prior to or in conjunction with ELT classes) is the most appropriate service response for these students. However, it is typically the case that preliterate students are likely to progress more slowly in ELT classes than their

literate peers. It is not surprising that preliterate or marginally literate students require protracted periods of time in ELT to acquire even quite limited English language skills.

(Please refer to Appendix C and Recommendation 4.)

VI. PROGRAM DESIGN:

** Program design features such as open-entry/open-exit format and multi-level classrooms limit a teacher's ability to offer effective ELT instruction.*

The differences in the variety of refugee groups being served across the state are most troublesome in counties with very diverse populations. Organizations serving a homogenous target population have an easier task of designing programs that effectively take account of their clients' background experiences. A situation in which programs are required to serve multiple ethnic groups of students with a wide variety of educational backgrounds in multi-level classrooms with an open-entry/open-exit format can be characterized as the most challenging to program effectiveness. It was found by the task force that programs were often working within these constraints which limited their ability to offer the highest quality ELT instruction. It may be the case that there is no practical alternative to an open-entry/open-exit format but it should be acknowledged that such a program design feature is not structurally efficient in terms of a teacher's ability to organize an integrated curriculum or a student's ability to progress coherently through it. The constraints of an open-entry/open-exit format are of particular concern when participation in ELT programs is time limited. (Please refer to Recommendation 5.)

VII. CURRICULUM:

** There is great variability in the design, content, structure and quality of curricula in use in ELT programs for adult refugees. Though general standards and guidelines do exist, they are not consistently applied to refugee ELT programs.*

** The best curriculum is developed with staff and resources specifically assigned to the development project. The most effective curriculum involves students in a series of coherent activities that have specified objectives and will result in the accomplishment of a pre-determined overall goal.*

In 1983-84, the federal Office of Refugee Resettlement funded the Mainstream English Language Training (MELT) Project. Its goals were to establish greater consistency among refugee English Language Training programs in the U.S. and also to provide guidance for testing, placement and curriculum development in these programs. The need for coherency and guidance in adult ESL programs is also

reflected by the 1988 initiative launched by the State Department of Education to make improvements in curriculum and staff training in adult education. The English-as-a-Second-Language Model Standards for Adult Education Programs was published in 1992 to set standards for effective adult ESL programs in the State of California. (A brief comparison of MELT and ESL Model Standards is include in Appendix D). Though the scope of these two efforts is necessarily different, they share the goal of acknowledging the need for some generally accepted standards for ESL program development uniformity. While organizations in receipt of State Department of Education funding, such as adult schools and community colleges, are required to conform to the Model Standards in terms of curriculum and program design, the desired uniformity of refugee ELT programs envisioned by the scope of the MELT project has not materialized in community based organizations. Some programs continue to use certain aspects of the MELT project, such as the BEST, and some Counties require curriculum to be based on MELT guidelines. However, it is true that the various English Language Training curricula being used with adult refugee students in California do not uniformly adhere to all accepted minimum standards.

The content and quality of curricula in use in English Language Training Programs for refugees showed great variety. This is, in part, a consequence of the varied goals of the respective programs visited by task force members but also reflects the differences in the abilities of the various programs to create structured and integrated curricula with clear objectives and relevantly designed activities to promote successful completion of those objectives. It is very often the case that community based organizations are contracted to provide English Language Training programs to adult refugees on a yearly basis. The contracted goals and the focus of the programs may change slightly or extensively from year to year. Curriculum design must change accordingly. However, it is often the case that curriculum design is not acknowledged as a visible and significant element of contract activities and it is assumed by the contracting agency that an organization will be able to start providing ELT services to refugees a few days after the beginning of the contract. It is not acknowledged that good curriculum design which coherently promotes English language acquisition requires research and a commitment of staff time, preferably before a program begins. Too many ESL teachers have had the experience of creating material on a daily basis with no time for pre-planning or research and organization of materials. Perhaps more importantly, neither is there time for documentation of some of the excellent materials that have been created, resulting in the phenomenon of "reinvention of the ESL materials wheel" on a massive scale.
(Please refer to Recommendation 1.)

The conditions in which many CBOs are working account for the fact that they often did not have a well organized or structured curriculum. Some curriculum outlines reviewed by task force members could be described as an eclectic collection of xeroxed papers from unidentified sources. It should be noted that while occasional reproduction of copyrighted materials for a specific purpose may be useful, wholesale and random reproduction is reflective of the overall lack of cohesion and coherence observed in the curricula at several sites. At the other end of the spectrum, we also reviewed curriculum which included complete course outlines with objectives, resources and bibliographies listed. The most comprehensive and soundly designed curricula were generally found in programs that had been able to devote specific resources and personnel to its creation. For example, in San Diego's State Center Community College District Centre City Center, the VESL Office Systems and Trades Lab curriculum was created under a Chancellor's Project Grant with Carl Perkins funds. This curriculum is commended not just for its coherency and organization, but specifically because it carries students from a specified starting point through an integrated set of skills preparations to a pre-determined goal - in this case a guarantee of a place in a Vocational Training Program. Excellent curriculum such as this does not often appear incidentally from within a program. It requires a commitment to research, funding and staff time, preferably before a program begins. **(Please refer to Recommendation 6.)**

The unevenness in the quality of curriculum design observed by task force members is reflective of the potential isolation of some CBO staff from the wider professional arena of English Language Training. While often not feeling very comfortable with certain instructional standards in specific programs, the task force felt that the best possible job was being done "under the circumstances" and it is therefore often to "the circumstances" that attention should be turned. Smaller CBO based ELT programs may not have access to a wide range of resources or the time and opportunity to review new texts and teaching materials. Publishers often do not think it worth their while to court the book buying interests of small programs. Programs with relatively small, single purpose ELT funding sources are often not able to spare staff to research and field test materials or attend conferences, workshops, training sessions and materials demonstrations. **(Please refer to Recommendation 3.)**

VIII. INSTRUCTIONAL PRACTICE:

**There is often a gulf between the instructional practices of ELT teachers and the expectations of their students. A lack of familiarity with functional/communicative approaches to English language instruction can make it more difficult for adult refugee students to benefit from ELT. Such approaches may not be acknowledged as valid instruction unless a rationale for their use is provided to students in their native language.*

In addition to the cultural sensitivity issues related to curricula, the differences in the instructional practice expectations of students as opposed to those of teachers needs examination. In many public input sessions, the task force heard from students who clearly expressed the discomfort they felt with the instructional practices they encountered in ELT classes. They articulated the embarrassment they felt when participatory activities were conducted in class and their disinclination to volunteer information for fear of making a mistake in front of their peers. This was frequently followed by input from teachers who clearly felt very frustrated with their experiences of silent, non-participatory students who appeared to lack any motivation to learn. However, it is perhaps more accurate to represent this as students having difficulty responding to teaching techniques they do not recognize as valid instruction. Ready and willing to learn, students feel unable to participate in activities they cannot identify as a legitimate learning process. Ready and willing to provide instruction, teachers feel unable to reach and motivate students who do not respond to what the teachers believe to be sound instructional strategies. Such cross-cultural miscommunications are, of course, not uncommon.

Such situations perhaps call for assistance in the native language. Not in the traditional sense of bilingual instructional aides assisting teachers to ensure that students have comprehended a language lesson, but in a more comprehensive sense of providing explanations and rationale for the use of particular teaching strategies.

The practice of ESL instruction is now a well developed, researched and documented discipline. Instructional practice recommendations are generally based on years of debate and interactions between researchers and practitioners on second language acquisition theory, the impact of differences in learning styles and the wide range of approaches that can be utilized to provide ESL instruction. Though some unenlightened individuals still adhere to the notion that anyone who can speak English can teach it, most good ELT programs present ESL instruction in the context of a particular approach because, based on research and prior experience, they believe this approach to be the most effective.

Most programs now adhere to communicative/functional ESL approaches as opposed to a grammar-based ESL approach because, "What is learned using (a grammar-based approach) is thought to be helpful to the student but does not provide a basis for nativelike fluency." English-as-a-Second-Language Handbook for Adult Education Instructors, California Department of Education. (Please refer to Appendix H for detailed descriptions of Second Language Teaching Methodologies). It is fairly clear from the input given by adult refugee students that what they have previously encountered as language instruction resembles a grammar-based approach. If they are totally unaware of the considerable debate and developments in second language acquisition theory and if they have never previously encountered anything that resembles a communicative/functional approach to ESL instruction, it is hardly surprising that they experience a credibility gap and fail to recognize it as legitimate instruction. Years of well documented research which advocates the use of communicative approaches can be rendered powerless in the face of a group of students who feel that they are "only" playing games, singing songs and sitting around in groups chatting to each other. If students do not believe that they are learning, there is a very high probability that they will not. (Please refer to Recommendation 4.)

IX. SERVICE PROVIDERS AND COLLABORATION:

** ELT services provided by a public school can lack the added dimension of support available to refugees at MAAs and/or CBOs. CBOs can be isolated from the wider arena of adult education and enjoy less access to resources and teacher training opportunities.*

One of the advantages of Mutual Assistance Association (MAA) or CBO based programs is that staff are often of the same ethnic group and/or religious persuasion as their refugee clients. Also, there is often a volunteer network and other community resources to draw on. However, one of the problems that CBOs can encounter is isolation from and a general lack of interaction with the education arena. This can mean that CBO based instructors may have fewer opportunities to maintain and upgrade their instructional skills. Indeed, it may even mean that they may never have had access to training in specific ELT techniques such as grouping strategies, minimization of teacher talking time (TTT), correction techniques, total physical response, etc. The trade-off between an increased sense of having access to the more comprehensive support mechanism an MAA/CBO can offer and the risk of slightly lower instructional standards, is difficult to balance or to assess.

A model example of how a non-education specific CBO can overcome the potential risks of isolation from the education arena is represented by Catholic Charities in Santa Clara County. A partnership has been established with the Literacy Alliance of the South Bay. This professional organization provides appropriate and relevant training for volunteers and staff who work in the ELT program at Catholic Charities.

Some counties have been able to promote a collaborative approach to adult refugee ELT service provision with situations involving for example, a community college or adult school based teacher providing instruction at a CBO site. In such a situation the community college or adult school funds the teacher by collecting the ADA assigned to the number of students participating in the class. The CBO is therefore able to use its funding for purposes other than the teacher's salary. This situation might be represented as a best case scenario since the teacher has access to the full range of community college or adult school resources and support services and also has the teaching qualifications and experience associated with the educational institution. This addresses the concern that task force members have about the potential isolation of CBO teaching staff. The adjunct advantage of this situation is that adult refugee students receive ELT services in the more supportive and personal environment of a CBO rather than the potentially intimidating environment of a public school classroom. Unfortunately this kind of collaborative arrangement can only exist in school districts which have not reached the approved reimbursement limit for the number of hours of instruction to be provided to adult students. For example, in Fresno County the vast majority of refugees are provided ELT services by the local adult schools. This is a relatively cost effective method of service provision and is possible because there is no waiting list for adult ESL programs in Fresno County. The local adult schools are able to provide services to refugees within the regular ADA and GAIN ADA limits established for them. RESS funds in this county are therefore used in part to pay to the adult schools additional, excess costs associated with the special needs of service provision to refugees and GAIN clients. In Santa Clara County, adult education programs have long waiting lists and the county's refugee program is therefore obliged to buy ELT services from community based organizations.

While acknowledging the circumstances that require the acquisition of services from community based organizations that may be isolated from the mainstream arena of ELT instruction, it is true that many resources and avenues of collaboration remain untapped.

(Please refer to Recommendation 3.)

X. HOW MUCH IS ENOUGH ELT?

a) Time limits and the integrity of ELT programs.

** Short-term, time-limited ELT programs offered in conjunction with job placement activities risk overemphasis of job placement goals at the expense of high quality ELT instruction.*

The "crisis management" atmosphere that permeates some programs can be attributed to the sense of urgency that accompanies refugees who have a short time limit attached to participation in the ELT program. In a situation where this short term participation is followed by placement in a job, it must be remembered that the English Language Training encountered by the refugee in that situation should represent a great deal more than the minimum language requirements of that initial job placement. The brief pre-employment ELT window of opportunity that some refugees have is very important, and the quality of that training can have long-term consequences. The training needs to provide adequate language skills to establish a foundation from which the refugee can prepare for long-term participation in the workforce. Language acquisition is a vital and living process that is ongoing. It is never possible to establish how much ELT is "enough" in order for an individual to be able to secure employment. As one service provider interviewed by task force members so aptly stated, "It simply isn't true that if you learn to say these things you will be able to get a job." It is possible however, to aim to provide adult refugees with a sound basis of English language acquisition skills from which point they can choose how to continue their English language learning experience. To overemphasize a job placement goal at the expense of good ELT instructional practice may be detrimental to the long-term prospects of a refugee to achieve and maintain self sufficiency. Initial job placement may require minimal English language skills, but long term self sufficiency requires the ability and opportunity to continue developing those skills. The shorter the time a refugee is allowed to participate in an ELT program, the more important it is that the program he or she encounters is well designed, coherently structured and executed by qualified, experienced instructors.

The other end of the spectrum is represented by ELT programs which do not have time limits and which are not integrally involved in the purposes for which their adult refugee students are studying English. This situation has been characterized as the "black hole of ESL." The atmosphere in such programs can approach complacency and the refugees who study in them are often much more focused on their own educational agenda as opposed to the more urgent goal of finding, securing and upgrading employment.

b) Program Exit Criteria:

** It is impossible to establish a fixed time period of participation in ELT or a specific ability level which can be used to determine employability.*

** Meaningful participation in an ELT program takes place when the program has clearly structured and pre-determined goals and can be demonstrated to coherently move an adult refugee closer to the goal of self sufficiency.*

In 1991, the State Department of Social Services (SDSS) contracted with the Comprehensive Adult Student Assessment System (CASAS), to develop instruments for measuring progress and certifying attainment of educational competencies. CASAS Survey Achievement Tests were developed in order to measure progress of students who were participating in GAIN education component ESL or ABE programs. The exit certification is designed to exit students at a CASAS 215 level and move them on to the next GAIN activity. This initiative was, in part, a response to the need to find an answer to the question, "How much is enough English Language Training?" It was established that a student able to perform at a CASAS exit certification test level of 215 should be able to participate successfully in GAIN Job Club and possess sufficiently good English skills to find and secure employment. The rationale for seeking this kind of solution to the question, "how much is enough ELT?" is questionable according to the input the task force has received during its activities over the past year. In different parts of the state we have heard ELT instructors state that students who achieve 215 on the CASAS test are repeatedly unable to find and keep work. In Santa Clara County, refugee specific funds were committed to support programs which were created to correct a service provision gap that had become apparent in the context of that particular County. The gap identified was between the level of English skills which most students were able to acquire in CASAS-based ESL programs and those skills required to secure employment in the local job market or participate in vocational training programs which would in turn prepare clients to secure employment. The Santa Clara County Plan stated that the English provided in a CASAS-based ESL program did not adequately prepare students for the higher level, more academic language demands of vocational training technical curricula.

The task force also heard from service providers in particular counties where the job market has considerable numbers of entry level positions that are accessible to individuals who have minimal English language abilities. In Southern California, for example, the refugee and former refugee community itself has created a job market for such individuals. In such a situation it may be possible for students who are unable to score 215 on the CASAS test to find a job. This is evidence of the fact that English language ability is but one of many variables that affect a refugee's ability to find employment in the state of California. In certain job market environments, the

role of English language proficiency may be a less significant factor than the state of the local job market in a refugee's ability to find an entry level position. However, being employable, or having the ability to get such a job implies no automatic progress toward the ultimate goal of achieving self sufficiency. The job market is volatile, insecure and entry level positions are typically short-term and vulnerable to employers' efforts to cut costs.

In response to the concern that refugee GAIN clients were participating in ESL classes for protracted periods of time, in 1992, San Diego County established a 6 month time limit policy. While understanding the rationale for such a policy, its application to cases of preliterate students raises cause for concern. It is quite clearly not possible to transform a non-English speaking preliterate individual into someone who has extensive, marketable employment-oriented language skills in the period of six months. This issue is further complicated by the fact that not having *any* English skills does *not* necessarily mean that a person is unemployable. It is possible for a preliterate refugee to go through six months of ESL training and be placed in employment at the end of it, without these two things being causally linked. The concern is perhaps that there is an assumption made that six months of ESL instruction is "enough." It would be more appropriate to say that six months of ESL instruction is available but also acknowledge that for preliterate students, such a short period of instruction makes them only marginally more employable.

A parallel concern is that six months of ELT followed by job placement for students who are preliterate in their native language, realistically involves only minimum wage, entry-level positions with few advancement opportunities or workplace interaction that results in improved language abilities. To present placement in such a job as a "success" is to be questioned. Though it represents employment, it does not necessarily represent a stepping stone toward self-sufficiency, unless participation in the entry-level position is accompanied by ongoing support and language training activities that will prepare an individual for improved employment opportunities. Rigid time limits imposed on participation in the ESL program can evidently create a sense of urgency which helps to nurture a necessary incentive for refugee students. However, the concern remains that absolute time-limited ESL participation, while perhaps serving the purpose of achieving better employment goals for refugees in the short run, can in the long run be at the cost of the more important goal of achieving and maintaining self-sufficiency.
(Please refer to Recommendation 4.)

One of the lessons learned from the variety of programs visited by the task force was that length of participation in an ELT program is not the issue that one should be most concerned with. Instead of trying to answer the ever-elusive

question, "How much is enough ELT?" we should rather be concerned with the integrity of programs in which refugees are participating and the place that they have in the acculturation process and the journey toward self sufficiency. What is the goal of the ELT program? What will a graduate of this program then be able to do? These are questions that became increasingly important during the year of task force activities. To offer English Language Training with no concern for how the language learned is to be applied is to offer instruction in a vacuum. For participation of any length of time in an ELT program to be meaningful, it must lead the student to clearly predetermined goals, both on a micro and a macro level. Curriculum which states for example, "Upon completion of this unit students will be able to interpret safety signs in places of training, in employment and in public buildings," is establishing clearly defined goals. A program which states for example, "Upon completion of this course a student will be qualified to participate in the XYZ vocational training program," is establishing definite goals which can be clearly demonstrated to coherently move a refugee through the acculturation process toward self sufficiency. Failure to determine the goals of an ELT course contributes to program ineffectiveness.

To establish an artificial and uniform level of English language ability and state that it is sufficient for the purposes of equipping refugees for workforce participation, is unrealistic and does not take into account the variables which may hinder or promote the ability to achieve self sufficiency. It is more appropriate to ask of an individual if his or her participation in a particular ELT program realistically moves him or her closer to the goal of self sufficiency. The specific issues which affect that particular individual such as previous experience of formal education, family circumstances and the local job market opportunities, must be factored in before an accurate response can be given. English Language Training program participation in isolation from coherent and realistic goals represents no automatic progression toward achieving self sufficiency.

(Please refer to Recommendation 8)

c) Testing and Assessment:

** The standardized evaluation and progress tests currently in use do not consistently yield valid and reliable information on the adult refugee student population. ELT Programs often develop in-house tests which have not been evaluated to determine if they provide valid or reliable results.*

The task force noted great variability in testing and assessment methods used by ELT programs across the state of California. Adult refugee students who are participating in ELT programs as part of the GAIN education component are assessed for placement and progress with CASAS system tests. ELT service providers reported different degrees of doubt about the validity and reliability of the results yielded by

these tests. Some programs that are working according to MELT guidelines have found implementation of the BEST to be too time consuming and have developed simplified versions of it. Many programs have developed additional in-house tests and assessment tools to supplement use of CASAS tests and/or the BEST. A variety of other, formalized and in-house tests are also in use in many CBO based programs.

The task force is aware that effective assessment instrument development is a highly technical process. It involves identification of the skills to be measured, design and target population field testing of suitable test items, pilot operation of the test to establish validity and reliability and development of guidelines for appropriate interpretation of test results i.e. local norms. Most ELT programs do not have adequate resources to support an appropriately trained testing professional to work on development of effective assessment instruments. The majority of the in-house developed tests reviewed by the task force are therefore considered unlikely to produce uniformly valid and reliable results. It should also be noted that while use of such instruments for placement decisions may be acceptable, for high-stake decisions such as entry to or exit from a program, it is absolutely necessary that the validity and reliability of instruments used for that purpose be established according to professional testing guidelines.

(Please refer to Recommendation 10.)

SUMMARY:

The purpose of English Language Training programs for refugees is to promote and sustain long-term self sufficiency for the refugee family unit. The term refugee refers to a broad spectrum of individuals with varying amounts of education and transferable skills acquired in their respective countries of origin. English language training programs must therefore be fluid, responsive, and ultimately flexible to the needs of refugee families within the context of the greater community.

Initial ELT programs for new arrivals are most useful when time limited and directed toward early employment at the highest level that is realistic for each individual. This training therefore needs to focus individuals on the urgency of acquiring language skills for the purposes of family health, safety, education, and employment. The path to self sufficiency cannot be represented as a one dimensional linear process from English Language Training to employment. It is rather an integrated set of experiences in which English Language Training, further education and employment training are integrally combined with real life experiences, most importantly, work.

Proficiency (both oral and literacy) in the English language is necessary to meet self sufficiency goals but is not sufficient in itself to ensure that those goals are met. The other barriers to employability and ultimately self sufficiency such as family situations, mental health issues and culture shock, can often be greater impediments than low-level English language abilities. Since the incentive of each respective refugee is the most powerful influencing factor, programs must emphasize the fact that each individual is ultimately responsible for his/her own English language acquisition.

Acquisition of an entry level position when an individual has only limited English skills does not amount to a guarantee of permanent work force participation and long term self-sufficiency. English language training programs must therefore offer a variety of different strategies to allow refugees to upgrade language and employability skills over a period of years. Programs should be coherent and structured and offered in coordination with support services from the wider community. Programs should be developed with integrated and regular input from the local refugee and business communities.

RECOMMENDATIONS

As a result of evaluation activities conducted by the Refugee English Language Training Task Force, the following recommendations are made:

1. **Provision should be made for the creation of a liaison/refugee education consultant at a State level to create a link between the State Refugee Bureau, the State Department of Education, County refugee programs and refugee ELT programs.**

The Task Force is concerned about the lack of coordination and cooperation between the State Department of Social Services and the State Department of Education. While counties continue to struggle to meet the education needs of adult refugees, resources are dwindling. Local governmental and education agencies do not have funding to meet all of the demands for services. It has become apparent to the task force that many individual county programs have created excellent curricula, materials and teaching methodologies specifically designed for refugees. There is currently no way for other providers to access these resources easily. It is also acknowledged that providers do not often have sufficient resources to document the development of curriculum, placement criteria or diagnostic evaluations so that they can be replicated for use in other programs.

The responsibilities of the refugee education consultant would include the sharing of information on available research, resources, materials and training opportunities. The position would also be responsible for networking, the encouragement of cross program visiting and maintaining a knowledge base of the programs available in each county and the needs of programs in each County.

The State of California should develop a computerized resource bank for administrators and teachers involved in English Language Training. This resource bank should be used for systemic provision of information provided by a consortium of State agencies. Local service providers needing technology to access this resource bank should be provided a voucher by their funding source for hardware, software and phone use provided via the State consortium. Sliding scale subscription fees based on funding levels of local providers could be charged.

2. **Contracting agencies should consider making possession of a TESL certificate or demonstrated equivalent training and/or demonstrated effective work experience a requirement for teachers who will provide English Language Training to adult refugee students.**

It should be further required that agencies contracted to provide ELT services must make provision for all staff who come into direct contact with adult refugees to attend a minimum number of cultural sensitivity and awareness training sessions during the contract period. To address the potential for isolation of CBO based ELT instructors from the wider second language educational field, financial provision within contracts should also be made for staff to maintain membership of professional organizations (see Appendix F) and to attend a minimum number of workshops/conferences to ensure maintenance and upgrading of instructional skills.

It should be acknowledged that possession of an Adult Multiple Subject Teaching Credential which many current ELT instructors of adult refugees are required to have, is a general preparation for instruction in a wide variety of adult/vocational education areas. It does not involve the credentialed teacher in question in any specific training in language acquisition theories or ESL teaching methodologies. Neither does it involve training in cultural sensitivity issues which can be crucial to the effectiveness of an instructional approach.

3. **Contracting agencies should ensure a more holistic approach to the provision of services to refugees by requiring agencies contracted to provide ELT to refugees to work collaboratively with other appropriate organizations. Education professionals should be involved in CBO based ELT programs and CBOs/MAAs should be involved in public school ELT programs. Such a policy makes best use of specialized services and seeks to ensure that they are offered as part of a comprehensive service plan.**

The task force acknowledges that ELT instructors in public school systems frequently play additional roles more typically associated with resettlement counselors. This is often due to a lack of inter-agency communication and a shortage of information on available support services. Organizations that have been accredited by the State Department of Education are the preferred entities to provide ELT services. CBOs and MAAs should work cooperatively with such organizations to ensure maximum availability of culturally and linguistically appropriate support services. This would reduce the burden on ELT teachers to respond to the entire spectrum of challenges that adult refugee students typically face.

It is acknowledged that in some counties it is not possible for organizations accredited by the State Department of Education to provide required ELT services to refugees because of ADA constraints and the existence of waiting lists for adult education programs. In such a situation contracting agencies should require contracted CBOs to engage in collaborative activities with community colleges, universities and adult schools for specific areas such as curriculum design, instructional strategy planning and development of effective teaching techniques. To ensure the highest possible standard of ELT instruction, funding agencies should require CBOs/MAAs to seek assistance from professional organizations that specialize in these specific areas. This could be, for example, the establishment of an advisory committee to give input on curriculum design and appropriate instructional strategies.

A collaborative approach should also be developed to providing appropriate services to students who may have learning disabilities or who may be suffering from mental health problems. The onus should not be on ELT teachers and program administrators to try and diagnose and accommodate students who are suffering from mental health problems and/or are learning disabled. As part of cultural sensitivity training, teachers should be trained to identify probable symptoms of depression within the appropriate cultural context and then given access to referral resources for diagnosis and treatment by trained professionals.

- 4. The provision of native language instructional assistants to ELT programs should be supported with funding for that specific purpose when students being served are either preliterate in their native language and/or have never been exposed to functional/communicative teaching approaches.**

The research on the rationale for bilingual education for children has recently been applied to language minority adults. It indicates that students who typically benefit most from a bilingual approach are those who come from subordinated minority language groups and those with limited native language literacy backgrounds. In many parts of the state of California, there are significant numbers of adult refugee students who fit these educational profiles. The considerable challenges faced by preliterate adult refugees should be acknowledged and more realistic definitions formulated of predictable and satisfactory progress through ELT programs. Native language assistance should be provided to preliterate students

Native language assistance can also be used to give adult students access to the rationale behind the use of functional/communicative instructional techniques. This is also as an issue of cultural respect and sensitivity; adult refugee students

have the right to know why activities are conducted in their ESL classes as they are. Assistance provided by bilingual instructional assistants promotes open and ongoing dialogue between instructional staff and students. Through a process of negotiation, a flexible teacher will be able to increase the motivation and participation of his or her students by modifying teaching strategies to respond to students' instructional expectations. This process of negotiation acknowledges that a dual set of responsibilities exists. Teachers have a responsibility to acknowledge and respond to who their students are and students have a responsibility to try to respond to new and unfamiliar approaches to English language instruction. However, they will only be able to do so if they are provided information, in the native language if necessary, on why such instructional approaches are used.

5. **Where possible, ELT programs should be given the opportunity to provide fixed-length courses as opposed to open-entry/open-exit format programs, especially when adult refugees have time limitations placed on their participation in ELT programs. Multi-level classes are to be avoided.**
6. **Contracting agencies should require ELT programs to include curriculum design and planning activities in their program strategy plans. Financial provision should be made to support instructional staff in planning and preparation activities prior to the commencement of an ELT program. Curriculum design should be acknowledged as a vital and visible part of instructional activities and as such, programs should not be expected to provide services to adult refugee students immediately after the commencement of a contract.**

Easily accessible guidelines for curriculum design, and materials and text selection do exist and are readily available to ELT program service providers and should be taken advantage of. English-as-a-Second-Language Handbook for Adult Education Instructors is a document produced by the California Department of Education and is an excellent source of information on program design, including curriculum and materials and procedures for selecting text books. An example of an ESL textbook evaluation and selection process as conducted by Old Marshall Adult Education Center is included in this report as Appendix E. The ESL Handbook also includes guidelines for good ESL instructional practice including an overview of different ESL teaching approaches, learning styles and effective lesson planning.

7. **ELT programs should take better advantage of the training opportunities and resource banks that are available to them.**

The task force encountered large scale duplication of effort around the state in many different programs, especially in the areas of curriculum and materials development. It was also noted that very few programs were taking advantage of the full range of resource, training and support opportunities available to them. Appendix F of this report includes a resource list of relevant professional organizations and background information on the Staff Development Institute, the State Literacy Resource Centers, the Outreach and Technical Assistance Network and the Educational Resources Information Center at the Center for Applied Linguistics. Involvement with such resources can cut down on unnecessary development of materials and curriculum that already exists.

8. ELT programs should be selected for funding on the basis of their ability to make viable connections with industry and vocational training programs.

ELT programs should be developed to prepare adult refugee students for participation in specific vocational training programs with successful completion of the language training component involving automatic access to the vocational component. Contracting agencies should facilitate the necessary linkages with vocational training institutions.

To ensure greater coherency and usefulness of ELT programs for refugees, links should be forged with the business community. Collaborative relationships should be established so that ELT programs can be developed to provide the necessary language support that will facilitate the participation of adult refugees in on-the-job-training activities.

The task force acknowledges that many refugees who become employed are unable to continue participation in ELT programs. Support should therefore be provided to promote the creation of state funded workplace literacy programs that will enable limited English adult refugees to continue to develop their English language abilities and consequently continue their progress toward self sufficiency.

With the exception of pre-literate and marginally literate adult refugees, participation in an ELT component for adult refugee students should be part of a coherent training program involving concurrent enrollment in realistic and relevant employment activities which are supported by the instruction received in the ELT program. Pre-literate or marginally literate adult students are likely to require intensive language instruction, both in the native language and in ESL before being able to usefully participate in concurrent employment activities.

9. All adult refugee students who participate in ELT programs should be given the opportunity to complete (anonymous) evaluations of the program, materials, instructional staff and curriculum content. Such evaluations should be provided in the native language if necessary. Students should also be provided with the opportunity to give ongoing feedback to program staff during the course of the ELT program.
10. The State Refugee Bureau should support research into the development of valid and reliable assessment instruments and progress tests specifically designed for non-native speakers of English and suitable for use with students who may have limited experience of formal education. The assessments should be normed on groups from a wide range of ethnic backgrounds, specifically those typical of current refugee populations.

ELT programs statewide need assistance with the development of appropriate assessment instruments for use with adult refugee populations. They also need assistance with training in consistent administration of tests and test score interpretation. These support services should be provided to ELT programs by the refugee education consultant referenced in Recommendation 1.

11. A follow up to this evaluation should be conducted by the State Refugee Programs Bureau a year from completion of the report. The Refugee English Language Training Task Force should remain in existence and be expanded to include more current and former students to act as an ongoing advisory group to the State Refugee Bureau on the issue of English Language Training for adult refugees in the state of California.

GLOSSARY OF ACRONYMS AND TERMS

321 FUNDING

A non competitive grant from the State Department of Education for institutions providing ESL and ABE instruction to adult students. Calculated according to 100 hour units - for example, for each one hundred hours of instruction given to ESL students, the institution receives \$10. In order to be eligible for this grant, an institution must have open-entry/open-exit, test with CASAS a minimum of twice per year, use a certain amount of funds per year for staff in-service training, conform to the State Department of Education Model standards for Adult Education programs and be a current on-line CONNECT user.

AB 2635 State Assembly Bill 2635. Transfer of Management Responsibility (TMR) - authorized by the State of California to allow eligible counties to directly administer Refugee Employment Social Service funds. AB 277 extended the deadline for this to happen to October 1, 1990 and required counties to use their RESS allocations to provide services to refugee AFDC recipients in the GAIN program.

AB 3254 State Assembly Bill 3254, Chapter 379, Statutes of 1990, permits counties receiving RESS funds to establish and implement a Supplemental Refugee Services (SRS) component within the GAIN Program. These services shall complement regular GAIN services to prepare refugees for self-sufficiency and must meet the Federal Job Opportunities and Basic Skills Training (JOBS) Program requirements. It allows counties to either serve RCA recipients through the GAIN Program or use a portion of their RESS allocation to establish a non-GAIN employment related services system. Refugees receiving GA/GR may also be served through this system.

ADA Average Daily Attendance: Funding for the public school system from the State Department of Education. One unit of ADA is calculated by dividing total student attendance hours at a given institution by 525. In Adult Education Programs, one unit of ADA can represent a figure in the range of \$560 - \$2015. Each institution is capped at a maximum level of ADA that can be claimed.

- AFDC** Aid to Families with Dependent Children. A cash entitlement program for families who meet eligibility criteria.
- BEST** Basic English Skills Test: A competency-based ESL test consisting of listening/speaking and reading/writing sections. It can be used as a placement, diagnostic and progress evaluation instrument by English language training programs.
- CASAS** Comprehensive Adult Student Assessment System: Originally funded by the Federal Adult Basic Education Act, Section 310, CASAS was established as a consortium of local education agencies. The goal of CASAS was to develop, field test and implement a comprehensive, statewide curriculum management and assessment system adaptable to diverse adult student populations and program/delivery systems. In January of 1991, the State Department of Social Services, instituted new guidelines for the monitoring of GAIN students progress in order to determine whether participants are making satisfactory progress in educational activities. The SDSS contracted with CASAS to develop instruments for measuring progress and certifying attainment of the educational competencies. The guidelines stated that, "individuals receiving ABE or ESL instruction are to have their progress assessed using CASAS Survey Achievement Tests at a minimum of once every three months of regularly attended instruction, or once every term as long as it is less than four months in duration. Also, a version of the test is administered when the participant begins the education component.....The exit certification is designed to exit GAIN students from an ABE or ESL component at a CASAS 215 level based on standard criteria in an employability context. Upon passing the appropriate CASAS 215 level certification test, participants proceed to their next appropriate GAIN activity."

CASAS ECS

CASAS Employability Competency System - This is the employment; oriented strand of the CASAS tests as opposed to the life skills strand.

- CATESOL** California Association of Teachers of English to Speakers of Other Languages. A state affiliate of TESOL. A professional organization which produces newsletters and organizes regional and statewide conferences.

- CBE** Competency Based Education. Education programs with clear performance standards with success determined by demonstrated outcomes. Competencies are specified and communicated to stakeholders with a focus on transfer of the learning process to actual application of course concepts and basic skills. The goal of competency based education is to provide all students with the opportunity to acquire the skills necessary to function in society and become lifelong learners.
- CBO** Community Based Organization. An organization, usually incorporated as a private, non-profit agency which provides services within a local community according to its mission statement.
- CCAE** California Council for Adult Education. Membership in this professional organization provides access to workshops, conferences, job information, legislative representation, interactions with other adult educators and a newsletter. An annual conference is held each spring.
- CDSS** California Department of Social Services. State agency responsible for all public social services (except General Relief) within California.
- CELT** Comprehensive English Language Test (McGraw-Hill): A test of listening, grammar and vocabulary.
- CIU/P** Central Intake Unit/Point. The point within a county social service system from which refugees are referred for services. It may be staff within a county department or a contract agency or an agency appointed by the County Board of Supervisors as responsible for refugee programs.

COMMUNICATIVE ACTIVITIES

Classroom activities designed to allow students to develop language skills through interaction with other speakers. Proponents argue that it is not enough to learn vocabulary and structures but that students must practice using language to accomplish some function such as arguing or persuading. Interaction with another speaker also gives students the opportunity to negotiate meaning.

COOPERATIVE LEARNING

Cooperative Learning involves introducing a problem or task that students must solve or accomplish together. Activities associated with

cooperative learning are often conducted in small groups. Language is not the overt goal of the activities but a tool to accomplish the goal. These activities teach critical thinking skills, problem solving, team work and cooperation. Teachers must introduce the language to be used as well as the task that is to be solved. It is important that the task is interesting and meaningful to the students. Students may also use some of their native language during the activities to clarify meaning.

- DSS** Department of Social Services. A County Department responsible for the Administration of all public social services programs at the local level.
- EDD** Employment Development Department. State agency with responsibility for Employment related activities, job information, statistical data, Unemployment and Disability Insurance programs.
- ELSA** English Language Skills Assessment (Newbury House): A test of reading and grammar.
- ELT** English Language Training: English language training provides instruction in the linguistic and cultural competencies individuals need to function appropriately in an English speaking society.
- ES** Employment Services. A variety of services that assist an individual to find a job or become more employable. May include Job Clubs, job preparation classes, supervised or unsupervised job search. Often used as a broad definition to include training or reeducation activities required to assist an individual become employable.
- ESL** English as a Second Language: General ESL can be described as language instruction in general life skill competencies. Curriculum is designed to meet the general needs of individuals learning English.
- EW** Eligibility Worker. An employee of a public social services agency with case carrying responsibilities for the entitlement programs and other cash or non-cash programs. May be called an income maintenance worker in some counties.

FUNCTIONAL APPROACH TO LANGUAGE INSTRUCTION

In a functional approach, the instructional objective is for students to achieve communication in real-life, personal situations with language that is closely related to their needs, interests and desires. Although quite structured, this approach represents an attempt to promote natural acquisition as opposed to formal learning of language. Also known as a communicative approach. The Direct Method and Natural Language Acquisition Method are examples of functional/communicative approaches. (Please see Appendix H).

- GA/GR** General Assistance/General Relief. A County funded program for individuals who do not meet eligibility requirements for one of the entitlement programs, i.e. AFDC. Each County establishes its own rules, grant amounts and participation requirements.
- GAIN** Greater Avenues to Independence Program. This is California's version of the federal JOBS program. It is a comprehensive employment and training program for AFDC recipients. Participation in the program is mandatory.
- GAIN ADA** Greater Avenues to Independence Average Daily Attendance: This is additional ADA at a reduced rate that the State GAIN program can provide to the State Department of Education which can be allocated to districts that have more students than their ADA cap would ordinarily allow them to serve.

GAIN COST REDUCTION

Gain Cost Reduction mode means that a County is only able to serve target groups of welfare recipients. These include cash assistance recipients who: (a) have been on aid for longer than 36 months, (b) are parents under the age of 24 and are either unemployed and/or do not have a high school education, and (c) are members of a family in which the youngest child is within two years of becoming eighteen. Counties in GAIN Cost Reduction Mode must make special provision in how they serve refugees. This is usually done through creation of a Supplemental Refugee Services component.

GRAMMAR BASED APPROACH TO INSTRUCTION

A grammar based approach to instruction focuses on teaching structures and grammar as the primary objective of instruction. A restriction on the use of the student's primary language, overt correction of grammatical errors, and exercises or drills related to material structurally sequenced by the instructor or in the textbook are characteristic of such an approach. The most common grammar-based approaches are the audiolingual, cognitive code and grammar-translation approaches. (Please see Appendix H).

- JD** Job Developer. An individual who works to place prospective employees with suitable employers.
- JOBS** (Federal) Job Opportunities and Basic Skills Training Program. Comprehensive employment and training program for AFDC recipients.
- JTPA** Job Training Partnership Act. A Department of Labor program to provide employment services training, education and other services needed to become employable. To be eligible, individuals must meet certain program requirements and/or income limits.
- MAA** Mutual Assistance Association. Organizations incorporated as private, non-profit agencies to serve refugees. To be considered an MAA for funding purposes, at least 51% of the Board of Directors must be refugees or former refugees.
- MELT** Mainstream English Language Training Project: Conceived and funded by the Office of Refugee Resettlement in 1983-84, its goals were to establish greater consistency among training programs in the U.S., provide enhanced continuity between domestic and overseas training programs, and to provide guidance for testing, leveling and curriculum development in English language training programs for refugees in the U.S. The MELT Resource Package that was produced as a result of the project is not copyrighted. Readers and service providers are free to duplicate any portion of the package. For information on how to obtain a copy of the MELT Resource Package, contact the Spring Institute at 1600 Stout Street, Suite 1550, Denver, CO 80202, Tel: (303) 571-5008.
- MSP** Making Satisfactory Progress. All students in the education component of GAIN are required to improve by 5 points between the CASAS pre and

post tests which are typically administered three to four months apart. A student who does not achieve this increase could be represented as not making satisfactory and consequently exited from the GAIN education component on these grounds.

- OJT** On the Job Training. Utilized to encourage employers to hire an individual with less extensive training than usually required. The referring agency will pay a portion of the salary for a set period of time while the employee is learning the job.
- R AND P** Reception and Placement Services provided by voluntary agencies to newly arrived refugees.
- RCA** Refugee Cash Assistance. A cash program to serve refugees who are not eligible for AFDC. Usually single adults or married couples with no children. At present, eligibility is for an eight month period.
- RESS** Refugee Employment Social Services: Funds appropriated by Congress and administered by the federal Office of Refugee Resettlement. States and counties receive these funds to provide employment services to refugees. A portion (currently 15%) may also be used for Title XX type services and other non-employment services.
- RPB** Refugee Programs Bureau. Bureau within CDSS which oversees the Refugee Resettlement Program in California. The Bureau Chief is California's Refugee Coordinator. Responsible for completion of State Refugee Plan and receives the TA, RESS and other refugee specific funds. Sub-contracts with counties.
- SLEP** Secondary Level English Proficiency Test (Educational Testing Services): A test of listening and reading.
- SPL** Student Performance Level: A major component of the MELT Project was the development of standard descriptions of students' language abilities. The Student Performance Level document was developed and describes ten levels of language ability in terms of listening, speaking, reading and writing skills; the ability to communicate with a native speaker; and readiness for employment. A general language ability description and separate descriptions of specific skill abilities were established. A profile of skill levels for a student can be assigned and

reported using SPL. A range of BEST scores correlates to each level for use as a placement guide.

STEP Structure Tests English Language (Newbury House): A test of grammar.

STUDENT CENTERED INSTRUCTION

This approach to instruction begins with the premiss that language learning takes place as the learner forms hypotheses about language rules. Errors are a part of language learning and a sign to the teacher that students are testing their hypotheses. All skills, listening, speaking, reading, and writing are learned from the beginning. Meaning is as important as form. Many student centered teaching techniques and methods consider the importance of the student's process of learning. The classroom environment must allow students to make errors and encourage, rather than inhibit, language production.

TA Targeted Assistance: Funds appropriated by Congress and administered by the federal Office of Refugee Resettlement. States and counties impacted by refugee resettlement of particular ethnic populations and/or in large numbers may receive these funds to provide acculturation and employment services to refugees.

TEACHER CENTERED INSTRUCTION

Students are dependent on the teacher for the correct model of the target language. Students' native languages must be kept separate from the target language because it will interfere with the process of learning the target language. The teacher is like an orchestra leader - conducting, guiding and controlling the students' behavior in the target language.

TESOL Teachers of English to Speakers of Other Languages. An international professional organization. Members receive a quarterly journal and a bi-monthly newsletter. TESOL holds a large annual spring convention and also sponsors a summer institute each year.

VESL Vocational English as a Second Language.

(GENERAL VESL) - Instruction in the linguistic and cultural competencies for getting a job and advancing on the job. The

competencies are cross-vocational applying to several or all occupations. General VESL includes pre-vocational ESL.

(OCCUPATION CLUSTER VESL) - Instruction in the linguistic and cultural competencies common to a group of occupations. Occupations may be grouped by industry, common communication needs or technical/basic skill needs.

(OCCUPATION SPECIFIC) - Instruction in the linguistic and cultural competencies necessary in a specific occupation, such as auto-mechanics or electronic technician. The competencies may include those necessary for succeeding in a training class, getting a job, and/or functioning on a job.

VOLAG Voluntary Agency. National organizations contracted by the State Department to resettle refugees within the U.S. Local affiliates provide reception services, orientation and assist refugee families with initial resettlement issues.

VT Vocational Training. Specialized training for jobs that require skilled employees. Usually lasts one year or less and may result in a certification.

REFUGEE ENGLISH LANGUAGE TRAINING TASK FORCE

PROGRAM EVALUATION FORM ,

Evaluator's Name:

Date:

Site:

OBSERVATIONS

ADMINISTRATION

(The following issues have been listed as guidelines only - please do not feel constrained to limit your observations to these issues:

What impresses you about the administration of this program? Who administers the program? How? Is there input from staff/students? How are financial decisions made and by whom? How are students referred to the program? How is attendance recorded? How much communication with the funding agency is there and how effective is it?)

STUDENTS

(The following issues have been listed as guidelines only - please do not feel constrained to limit your observations to these issues:

What impresses you about the students you observe? Who are the students? What is their ethnic origin, sex, educational background? How would you rate student participation? How do they feel about the class? Is there anything of particular importance to be noted about this group of students?)

TEACHING

(The following issues have been listed as guidelines only - please do not feel constrained to limit your observations to these issues:

What impresses you about the teachers/teaching you observe? Who are the teachers? What kind of training do they have? Do they have access to ongoing and regular inservice and professional training opportunities? Do they bilingual skills? Do instructional aides assist them? Do they have access to necessary support services, materials and resources? Do they have good interaction with their students? What kind of curriculum is being used? What kind of testing and assessment methods are being used?)

Funding for English Language Training for REFUGEES

County:	Date:
Agency Name:	Contact Person:

Circle Agency type:	Adult School	Community College	Community Based Org. (CBO)	Private School	Volunteer Program	Other
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Fiscal Year: 1993-94	Total Funds for ESL	Percentage allocated for Refugee in ESL	Total Cost of ESL for Refugees
321 funding			
ADA funds			
Other Dept. of Ed. Funds			
Refugee-Specific Funds - RESS			
Refugee-Specific Funds - TA			
GAIN ADA Funds			
JTPA 8% Funds			
Other Government Funding			
Funding from Businesses			
United Way			
Other Foundations			
Fundraising Activities			
OTHER			

Were the funding sources and dollar amounts listed on this page basically the same in fiscal years '92-'93 and '91-'92?

ALL ESL PROGRAMS:

Total Number of ESL Students Served	Estimate Percentage of Total who were Refugee	% refugee mandatory students	% refugee voluntary students	

Assessment Tools/Tests Used to place students at correct level of ESL:

Other Assessments Used to determine students needs, interests, skills, abilities etc.

What Community Services are linked with your program - either you refer students directly, or guest speakers come to your classes?

What training needs do you feel are not being met for refugees at this time?

How do you measure the success of your program?

If you have not already provided the task force with a list of Primary Texts/Materials used in your English Language Training Programs, please attach the list to this form.

CONTACT NAMES AND ADDRESSES FOR PROGRAMS VISITED BY THE REFUGEE ELT TASK FORCE

FRESNO COUNTY

Fresno Adult School
102 E Clinton
Fresno CA 93704

Contact: Barbara Lehman
Tel: (209) 441-6725

Fresno Center for New Americans
(formerly Refugee Resource Center)
4879 E Kings Canyon Road
Fresno CA 93727

Contact: Lue Yang
Tel: (209) 255-8395

Fresno City College, Independence
Center
1101 E University Ave
Fresno CA 93741

Contact: Cathy Barabe
Tel: (209) 442-8287

SAN JOAQUIN COUNTY

Lao Family Community of Stockton
807 N San Joaquin Street #211
Stockton CA 95202

Contact: Pheng Lo
Tel: (209) 466-0721

SAN JOAQUIN COUNTY

Cambodian Community of Stockton
1325 N Center #20
Stockton CA 95202

Contact: Cheav Ly Kea
Tel: (209) 462-6122

Charterhouse Center
1020 W Lincoln Rd
Stockton CA 95207

Contact: Judith Bling
Tel: (209) 476-1106

LOS ANGELES COUNTY

Jewish Vocational Services
6380 Wilshire Blvd. Ste 1008
Los Angeles CA 90048

Contact: Diane Schneider
Tel: (213) 651-5999

Armenian Evangelical Social Service
Center
5250 Santa Monica Blvd. #204
Los Angeles CA 90029

Contact: Nora Ashjian
Tel: (213) 664-1137

LOS ANGELES COUNTY

Los Angeles Unified School District
1646 S Olive Street Rm 221
Los Angeles CA 90015

Contact: Russell Hing
Tel: (213) 742-7015

United Cambodian Community
11859 Rosecrans Ave
Norwalk CA 90650

Tel: (310) 930-1000

SAN DIEGO COUNTY

Mid-City Center
5348 University Avenue
San Diego CA 92105

Contact: Gretchen Bitterlin
Tel: (619) 265-3455

Centre-City Center
1400 Park Boulevard
San Diego CA 92101

Contact: Jan Jarrell
Tel: (619) 230-2694

SAN FRANCISCO

Korean Center, Inc
1362 Post Street
San Francisco CA 94109

Contact: Youn-Chu Chey
Tel: (415) 441-1881

SAN FRANCISCO COUNTY

Career Resources Development Center
655 Geary Street
San Francisco CA 94102-1646

Contact: Denise McCarthy
Tel: (415) 775-8880

Jewish Vocational Services
5133 Geary Blvd
San Francisco CA 94118

Contact: Lynn Levey
Tel: (415) 751-9841

SANTA CLARA COUNTY

Indochinese Resettlement and Cultural
Center, Inc
399 W San Carlos
San Jose CA 95110

Contact: Loc Vu
Tel: (408) 971-7857

Economic and Social Opportunities, Inc
1445-47 Old Oakland Road
San Jose CA 95112

Contact: Jean Stice
Tel: (408) 971-0888

Catholic Charities
2625 Zanker Road
San Jose CA 95134

Contact: Jane Hills
Tel: (408) 944-0282

EVIDENCE FOR THE RELATIONSHIP BETWEEN FIRST AND SECOND LANGUAGE LITERACY ACQUISITION

As a society dependent upon literacy, we generally consider the written word as the basis of language. In preliterate societies, however, oral speech is primary, and what is known by that society is only that which can be recalled. The thousands of languages that have developed and died out since humans began the natural act of speaking have been almost entirely oral. Only about 106 languages have been written to the extent that their speakers have produced literature.

Ong (1982) and other linguists have described oral thought processes as characterized by set expression, proverbs, and mnemonic devices as ways of preserving and presenting knowledge. Literacy, a relatively new technology to mankind, "restructures consciousness" (Ong, p. 78). The development of even minimal literacy skills changes tremendously a person's thought process and way of dealing with knowledge. Categories, classification, definition of concrete objects, logic statements such as syllogisms, all of which are pervasive in literate societies typically are missing from oral cultures. Linguists such as Cummins distinguish between the development of oral fluency or interpersonal communications skills in a first or second language, which is achieved relatively easily, and full literacy in either language, which can require years of schooling.

In a language study conducted by Robson (1982) among Hmong refugees learning English in Ban Vinai, the Hmong refugee camp in Loei Province, Thailand, evidence of the effects of first language literacy on second language acquisition were found. The subjects of this research were divided into four groups according to their educational background and Hmong literacy level, and their progress in acquiring English as a second language was monitored. The groups included individuals who were literate in Hmong and had had formal education, individuals who had had formal education but were not fully literate in Hmong, individuals who had had no formal education but were literate in Hmong, and individuals who had neither formal education nor Hmong literacy. Results indicated that literacy had a major impact on the subjects' performance on English as a second language assessments. Non-literate subjects learned very little in the English classes. Furthermore, subjects who could read Hmong but who had had no formal educational experience did not score significantly lower on the test than did those who had had formal education, suggesting that literacy was just as important as previous formal educational experience in predicting the successful acquisition of English fluency and literacy.

Carson, Kuehn, et al., (1990) found evidence of transfer of literacy skills from first to second language, but found that the variables related to this complex phenomenon differed by language group and included such thing as educational experience in both languages and cultural literacy practices. Carson and Kuehn (1992) also reported evidence of transfer of reading and writing skills from first to second language for Chinese ESL students. In a Haitian creole literacy study, Burtoff (1985) concluded that subjects who received first language literacy instruction developed comparable English literacy skills, which were greater than the literacy skills developed by subjects who had received only English literacy instruction. Burtoff also reported that other benefits of first language literacy included improved confidence and motivation to learn. Green and Reder (1986) found with Hmong adults that background characteristics such as proficiency in reading Hmong and formal education received were strong predictors of the English proficiency developed in the U.S.

KNOWLEDGE AND CULTURE IN THE FIRST LANGUAGE

Hirsch (1984) defines adult literacy as more than just a set of linguistic skills. Language literacy requires cultural literacy, which includes a shared body of knowledge, ideas, and history that is presumed by writers of newspapers, job training manuals, and other documents. Teaching first language literacy will accomplish not only the development of the literate mindset but also can be a medium for teaching the minimum cultural literacy required for the family to function in the community and in the workplace. Knowledge of cultural literacy acquired in the first language will be more easily acquired than in second language medium, and the knowledge will transfer to the second language. The curriculum developed for Hmong literacy will include an analysis and incorporation of the necessary adult cultural literacy relevant to functioning in the community and workplace.

Carrell (1983, 1988) and Johnson's (1982) research emphasized the key role of first language culture-specific knowledge schema in how second language text is comprehended. Kang (1992) has extended the research by focusing on data aimed at measuring subjects' activation of schemata, generation of inferences, and incorporation of information from the text while they are continually constructing, changing, and revising their representations or models of the text as they read. Further, Weinstein-Shr's (1989) research with Hmong Khmer, Chinese, and Latino adults suggested that little is known about adult language use in immigrant and refugee households. She proposed a theoretical framework which can be best addressed by systematic process-oriented inquiry.

Mikulecky (1987), in a study of job literacy demands, concluded that the types of reading and writing used on the job are considerably different from school literacy activities. The development of a job-literacy problem-solving model will be the focus of the Hmong literacy curriculum. In this way, job culture information and skills can be taught as part of the Hmong literacy. Snow (1991) reviewed four distinct second language acquisition perspectives and argued that adequate assessments of literacy needs and growth in individuals

as well as adequate program evaluation can only be accomplished if salient variables from each perspective, for instance current cognitive frameworks and sociocultural factors, are included. The literature cited underscores the importance of understanding and being able to measure socially and culturally imbedded schema and schema related to the integration of purpose and problem solving strategies in job and family situations. It is suggested here that identifying and assessing these schema and subsequently designing interventions based on them will produce more effective first and second language literacy instruction.

CURRENT ISSUES AND TRENDS IN ADULT LITERACY

Scarcity of resources and increased emphasis on accountability have lead to more formal efforts to document adult literacy program effectiveness. For example, a 1993 evaluation report of adult ESL programs and practices (Sparks of Excellence, The Southport Institute for Policy Analysis) acknowledges the complexity of the task of adult ESL teaching and learning. The report characterizes the system for providing ESL instruction to adults as, "highly complex and disorderly in the extreme" (p. 46). The evaluation authors point out that without official goals, it is difficult to judge the effectiveness of the delivery system.

Several recent initiatives are aimed at developing more consistent national goals and policies for adult literacy program participants and the focus of this Task Force evaluation is consistent with these new initiatives. For example, the National Institute for Literacy (U.S. Department of Education) recently completed and published the results of a national survey of adult learners (Equipped for the Future: A Customer-Driven Vision for Adult Literacy and Life-Long Learning, June, 1995) in an effort to develop better definitions of progress toward Goal 6 of the Goals 2000: Educate America Act of 1994. Goal 6, the only goal focused on adult learners, states:

By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

Results of their survey indicated, in their view, a remarkably consistent vision of what the adult respondents wanted their adult literacy programs to prepare them to do. Respondents indicated that in order to meet the requirements of Goal 6, they need the skills and knowledge to,

"have access to information and orient themselves in the world; to give voice to their ideas and opinions and to have the confidence that their voice will be heard and taken into account; to solve problems and make decisions on their own, acting independently as a parent, citizen and worker, for the good of their families, their communities, and their nation; and to be able to keep on learning in order to keep up with a rapidly changing world."

A recent research initiative sponsored by the National Institute for Literacy is designed to accelerate progress toward Goal 6 and expand and improve the system for delivery of literacy services nationwide. Specifically, the initiative will focus on development of content standards based on the needs adults have to fulfill their roles as parents, citizens, and workers. Concurrent with the specification of what it is adults need to know and be able to do, the initiative will focus on three areas: 1) the reshaping of learning activities to facilitate the development of the identified skills, 2) development of better ways to assess adult progress and achievement, and 3) better methods to evaluate the strengths and weaknesses of programs in achieving these outcomes.

Another recently announced new initiative from the Office of Educational Research and Improvement (OERI) will also focus one of its funding priorities on improving adult learning and literacy. Under this priority, a national research and development center will be established to, "conduct research and development on improving adult learning and literacy, including the acquisition of skills needed for workforce participation and responsible citizenship." The following topics are to be included in the research:

- 1) Adult acquisition of knowledge and development of cognitive skills.
- 2) Effective methods and instructional strategies to improve adult learning, including effective use of educational technology.
- 3) Effective methods for professional development of instructional staff in adult literacy.
- 4) The assessment of adult learning.

Appendix F of this document includes a bibliography with abstracts on ESL Training and Adult Refugees that was prepared as a result of a search done on the ERIC Database.

CONCLUSIONS

The brief review of literature suggests a picture of adult literacy issues consistent with the findings of the Task Force. Adult literacy development is a complex task and the clients' backgrounds and needs add even more layers of complexity to planning and delivery of adult literacy programs. Current programs are not all effective in their goal to develop adult literacy in part because of these complexities, but also because program goals are not well-defined, and the methods of training instructors, assessing outcomes, and evaluating effectiveness are not well developed. Further research is needed to improve programs in some logical, clear, empirically-based manner.

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COMPARISON BETWEEN MELT AND MODEL STANDARDS COURSE OUTLINES

Dr Viet Le, Old Marshall Adult School, Sacramento

MELT Project Background

The Mainstream English Language Training (MELT) Project was conceived of and funded by the Office of Refugee Resettlement in 1983-84. Its goals were to establish greater consistency among training programs in the U.S., provide enhanced continuity between domestic and overseas training programs, and to provide guidance for testing, leveling and curriculum development in English language training programs for refugees in the U.S.

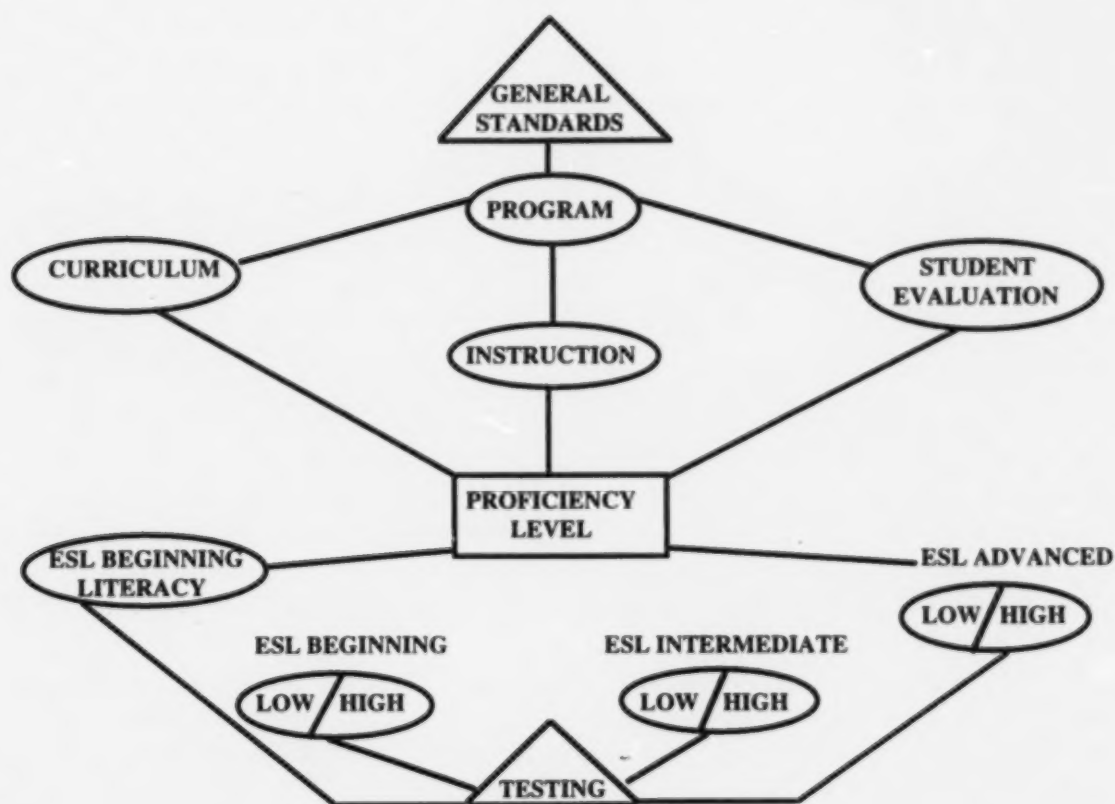
A major component of the MELT Project was the development of standard descriptions of students' language abilities. The Student Performance Level document was developed and describes ten levels of language ability in terms of listening, speaking, reading and writing skills; the ability to communicate with a native speaker; and readiness for employment. A general language ability description and separate descriptions of specific skill abilities were established. A profile of skill levels for a student can be assigned and reported using SPLs. A range of BEST scores correlates to each level for use as a placement guide. The BEST is a competency-based ESL test consisting of listening/speaking and reading/writing sections. It can be used as a placement, diagnostic and progress evaluation instrument by English Language Training programs.

ESL Model Standards Background

In 1988 the state superintendent of educational reform established an adult education advisory committee to make improvements in curriculum and staff training in adult education. The result of the advisory committee's research was a document entitled Adult Education for the 21st Century: Strategic Plan to Meet California's Long-term Adult Education Needs. One of the recommendations of the report was that adult education needed quality standards and performance measures to guide the development of programs and evaluate their success. The outcome of this recommendation was a document entitled English-as-a-Second-Language Model Standards for Adult Education Programs which was published in 1992 by the California Department of Education to set standards for effective ESL programs in adult education.

The descriptions of language proficiency that are included in the ESL Model Standards reflect the current thinking about development stages in second-language acquisition and represent the strongest consensus to date among adult education professionals on English-language acquisition and proficiency .
The English-as-a-Second Language Model Standards are organized into the following sections:

1. General Standards, which describes program standards in curriculum and student evaluation.
2. Levels of Language proficiency, which describes seven levels.
3. ESL testing, which describes testing standards.



GENERAL SIMILARITIES:

1. MODEL STANDARDS and MELT are both aligned with competency based education approaches and cover the same general competency areas.
2. "Instructional Strategies" and "Evaluation" sections of the course outlines contain similar material (although MODEL STANDARDS has a Placement Test and Exit Tests for each level that include both reading and listening sections).

GENERAL DIFFERENCES:

1. MODEL STANDARDS contain more levels of instruction and student abilities.
2. MODEL STANDARDS has more specific delineations of course content and requirements at each level.

SPECIFIC IMPROVEMENTS CONTAINED IN MODEL STANDARDS:

1. MELT "Course descriptions" describe general abilities of students at a particular level.

MODEL STANDARDS "Description of Proficiency Level at Entry" not only includes a general description but also specifically describes each level of student proficiency in the areas of Work, Listening, Speaking, Reading, Writing abilities and the students' level of Comprehensibility.

2. MODEL STANDARDS sections of competencies are more precise because they give more actual examples of abilities and language forms that are taught at each level. In addition, whether the competency is taught as a Listening/Speaking or Reading/Writing skill is specified.
3. MODEL STANDARDS includes an additional statement about "Accuracy" at each level, that is, how fluency and accuracy are checked and reinforced at each level.
4. MODEL STANDARDS has 3 additional sections which are NOT contained in the MELT curriculum:

a. "Cultural Topics" which include "Nonverbal Communication", "Social Skills", "Greetings and Farewells", "Courtesies", "School Conduct", and "Holidays".

b. "Literacy and/or Academic Skills" which further specify Listening, Speaking, Reading and Writing skills that students will be able to attain at the conclusion of a particular level course.

c. "Language Forms and Functions" which identifies the grammatical form taught in the class and gives several language functions (specific communication skills) where the language form is used in the context of typical life skill communications.

Review of New ESL Textbooks

Through research and implementation of the 321 Project, the following textbook series were chosen for the Old Marshall Adult Education Center ESL courses:

Vistas- Douglas Brown/Fuchs, Authors. Prentice Hall Regents, 1993, Books 1-4.

Spectrum- Costinett/Byrd, Authors. Prentice Hall Regents, 1993, Books 1-6.

Atlas- David Nunan, Author. Heinle & Heinle, 1995, Books 1-4

Crossroads- Brod & Frankel, Authors, Oxford University Press, 1992, Books 1-4.

The process for choosing texts was done in several stages. The Curriculum Committee and Old Marshall staff researched all currently used texts, supplemental texts, and contacted major publishers regarding any new texts they were offering, to determine compliance with the newly implemented California Model Standards for Adult Education Programs (ESL), 1992. At two workshops held during the fall semester, 1993, we assessed these texts using the ESL Textbook Evaluation Form found in the ESL Handbook for Adult Education Instructors (CA Dept. of Ed.) Teachers also gave ongoing assessment during the semester on texts they were currently using regarding ease of use and conformity to the new educational outline.

The ESL Handbook for Adult Education Instructors summarizes effective English instruction for ESL students as characterized by:

1. High levels of comprehensibility
2. Low-anxiety situations
3. Content adjusted to match the students' developmental levels
4. A primary focus on the meaning or message rather than on structural or grammatical correctness, especially in the initial stages
5. Language lessons that correspond to the needs, interests, and desires of the students
6. Communicative interaction between the teacher and the students that promotes a negotiation of meaning

Texts ultimately chosen best fulfilled the basic criteria for a core text. These texts adhere closely to the most recent research in TESOL. All four series have a communicative/functional ESL approach. Real-life (functional) situations are used as instructional foundations. All communicative needs (vocabulary, grammar, structure) are taught holistically within these functions. These texts closely follow an L-S-R-W (listening, speaking, reading, writing) sequence (Natural Approach), also. It was our goal to steer away from grammatically based texts, as it has been found to be the least effective method in enabling students to communicate effectively outside the classroom (Comprehensible Input, Krashen). Although students taught using this method are found to be rather accomplished at writing English, it is generally found that 1) they need to have a strong educational background before studying the second language (which many of our students do not have), and 2) the students' oral and listening skills fall far behind their writing skills. We felt that our first obligation to our students, especially at the beginning and intermediate levels, was to prepare them for the world outside the classroom.

The Curriculum Committee feels confident that our choice of texts for the ensuing year fulfills these criteria while providing myriad supplemental materials furnished with the texts (videos, audio tapes and numerous classroom activities using current ESL educational methods).

Professional Organizations

American Association for Adult and Continuing Education (AAACE)
1200 Nineteenth Street, NW, Suite 300
Washington, DC 20036

California Council for Adult Education (CCAEE)
1006 Fourth Street, Suite 260
Sacramento, CA 95814
Tel: (916) 444-3323

California Association of Teachers of English to
Speakers of Other Languages (CATESOL)
1146 North Central Avenue, Suite 195
Glendale, CA 91202
Tel: (818) 502-4375

National Institute for Literacy
800 Connecticut Avenue, NW, Suite 200
Washington, DC 20006
Tel: (202) 632-1509
Fax: (202) 632-1512

Teachers of English to Speakers of
Other Languages, Inc. (TESOL)
1600 Cameron Street, Suite 300
Alexandria, VA 22314
Tel: (703) 836-0774
Fax: (703) 836-7864

State Literacy Resource Center (SLRC)

In 1994 the funding for the original OTAN Project ended, but the funding for the seven Resource Centers was continued by State Literacy Resource Center funds made available under the National Literacy Act of 1991. A multi-agency collaboration, the State Collaborative Literacy Council, is responsible for planning and implementing the program in California. Representatives of the following agencies comprise the Council: California Conservation Corps, California Department of Education, California State Library, Chancellor's Office of the California Community Colleges, Employment Development Department/Job Training Partnership, and the Governor's Office of Child Development and Education.

The Resource Centers are located in Sacramento, San Jose, Merced, Baldwin Park, Santa Ana, Chula Vista, and Los Angeles.

Some of the services provided by the Resource Centers are:

- Conduct a Needs Assessment of all literacy providers in their respective areas and provide workshops based on local needs and requests
- Provide a resource library (with optional postal service delivery) of curriculum, instructional software and video materials for adult education/literacy programs
- Schedule appointments and provide technical assistance for adult educators seeking information about technology-based curriculum
- Promote and host regional planning meetings, including Staff Development Institute, former ESL Institute and ALIT Institute modules
- Provide for observation of competency-based ESL classes
- Provide training for the OTAN Online Communication System

Staff Development Institute

The Staff Development Institute (SDI) is a state-wide project that coordinates staff development services for providers of adult education in California. It provides for coordination within programs across the state, across programs at the state level, and between instruction and management. It is funded through Section 353 of the Adult Education Act and officially began July 1, 1995.

Joan Polster and Jacques LaCour direct the project and facilitate activities in the following areas: Adult Basic Education (ABE), English as a Second Language (ESL), ESL-Citizenship, Adult Secondary Education, Parent Education, Leadership Training, and training for the use of technology. Five content specialists coordinate all services within their program areas for: ABE/Literacy, ESL, ESL-Citizenship, adult secondary education, and leadership training.

SDI has chosen the following areas as a focus:

- Training to assist with implementation of the model standards in six program areas: Adult Basic Education, English as a Second Language, Adult Secondary Education, and Parent Education;
- Models for the use of technology in the classroom;
- Targeting change agents (personnel in leadership roles);
- Training of teachers of ESL-Citizenship classes;
- Dissemination of ESL Teacher Training Institute and Adult Literacy Instructors Institute workshops.

The former ESL Teacher Training Institute¹ and Adult Literacy Instructors Institute (ALIT)² operate within SDI. Requests for training should be made through the State Literacy Resource Centers:

- Baldwin Park Adult & Continuing Education
Margie Parulan (818) 338-8355
- Merced Adult School
Margaret Kirkpatrick (209) 385-6524
- Metropolitan Adult Education Program
Nancy Arnold (408) 723-6450

- Rancho Santiago Community College
Karen Dennis (714) 564-5100
- Sacramento City Unified School District
Trish Kerns (916) 557-1150
- Sweetwater Union High School District
Alice Hurley (619) 691-5624

The managers for the seven established Literacy Resource Centers are responsible for handling the logistics related to providing SDI activities within their region.

- ¹ Available ESL Teacher Training Institute (unpublished) modules: Writing, Grammar and Pronunciation (2 sessions), Multi-Level (2 sessions).

Published modules, available through Longman Publishing, are not disseminated through SDI but may be requested through the State Literacy Resource Centers.

- ² Available ALIT modules:

- Coordinator packet - Using Technology in the Literacy Classroom
- Cultural Diversity in the Literacy Classroom
- Interdisciplinary Learning in the Literacy Classroom
- Learning Processing Difficulties (LPD), Part 1: Characteristics and Identification Strategies
- Learning Processing Difficulties (LPD), Part 2: Instructional Strategies
- Math Problem-Solving Techniques in the Literacy Classroom
- Organization of the Multi-Level Literacy Classroom
- Student Retention, Motivation, and Instructional Strategies
- Teaching Writing in the Literacy Classroom
- Teaching the Adult Beginning Reader
- Teaching Critical Thinking in the Literacy Classroom
- Technology in the Literacy Classroom
- Tutoring Techniques for Teaching the Adult Beginning Reader

Outreach Technical Assistance Network (OTAN)

OTAN began under a grant which was given by the California Department of Education in 1989 to the Hacienda La Puente School District in Southern California. During their five years of funding, the project organized and implemented a wide range of communication linkages as well as information and training resources for adult educators. A major goal was to implement a mechanism for electronic communication and information retrieval. By the end of the first funding cycle in 1994, more than 80% of California's 321 funded adult schools were electronically linked. An OTAN connection is now a mandatory requirement for anyone receiving 321 funds. A second goal of the project was the creation of Resource Centers throughout the state. In addition to housing libraries of videos, software and print materials, resource centers provided staff development workshops based on the needs of their region. In 1994 the funding for the seven resource centers was taken over by the State Literacy Resource Center.

In 1994 OTAN moved its headquarters to the Sacramento County Office of Education. Activities are currently funded through Section 353 from the Adult Education Unit, YAAES Division. The project continues to provide technical assistance on the implementation of new instructional technologies as well as educating and guiding clients through the process of software assessment and hardware choices. Special collections of more than 2,00 print and software titles are available at the central office. Special collections consist of: Adult Education Archives (542 plus), Adult Education Reference (377 plus), and Education Technology Collection (1,000 plus). OTAN sponsors a VESL Workplace Clearinghouse which distributes copies of public domain curriculum on a cost recovery basis.

In addition to the e-mail service, an OTAN Forum of over 11,000 files provides online users with a variety of resources and interactive tools to instantly connect California to the latest research, program innovations, and instructional resources. The electronic forum is available on the CONNECT and on the Internet via Gopher and the World Wide Web. Samples from the OTAN Forum include:

- Funding information
- Current federal and state legislative information
- Quick access to workshops and conference information
- Full text documents on topics such as Homeless and Workplace Literacy
- ESL Lesson Plans (most of which are correlated to the Model Standards)

- Course Outlines
- Commonly-asked questions and answers for ESL-Citizenship classes
- Public domain software for both Macintosh and IBM-compatible computers

Online training is available on an as-needed basis either through the OTAN central office at Sacramento County Office of Education or one of the seven Resource Centers.

The Center for Applied Linguistics (CAL)

The Center for Applied Linguistics (CAL) is a private, nonprofit organization involved in the study of language and the application of linguistics to educational, cultural, and social concerns. CAL carries out research, information collection and analysis, and program development and houses the Educational Resources Information Center (ERIC) Clearinghouse on Languages and Linguistics. CAL publications range from practical guides, papers, and monographs to major interdisciplinary works. *The Linguistic Reporter*, CAL's newsletter, is published monthly. For more information, contact CAL, 1118 Twenty-second Street NW, Washington, DC 20037; (202) 429-9292.

Educational Resources Information Center (ERIC)

ERIC is a national information system designed to provide users with ready access to an extensive body of education-related literature. Established in 1966, ERIC is supported by the U.S. Department of Education, Office of Educational Research and Improvement. It has the largest education database in the world containing more than 800,000 records of journal articles, research reports, curriculum and teaching guides, conference papers, and books.

Teachers may use ERIC to obtain the latest information on preservice and inservice training, learn about new classroom techniques and materials, and discover resources for personal and professional development. Administrators may use it to identify new and significant education developments, learn new management tools and practices, and assist local and state agencies in planning programs.

The ERIC system consists of 16 clearinghouses, a number of adjunct clearinghouses and additional support components. The clearinghouses collect, abstract, and index educational materials for the ERIC database; respond to requests for information in their subject areas; and produce special publications on current research, programs and practices. They also produce free and low-cost publications, including brochures, newsletters, pamphlets, monograph series, and bibliographies.

The directory of clearinghouses includes the following:

- Adult, Career and Vocational Education
- Assessment and Evaluation
- Community Colleges
- Counseling and Student Services
- Information and Technology
- Languages and Linguistics (includes ESL)
- Reading, English and Communication
- Teaching and Teacher Education
- Adjunct ERIC Clearinghouse for ESL Literacy Education

Toll-free numbers make it easy to access ERIC.

Call ACCESS ERIC at 1-800-LET-ERIC to order the Catalog of ERIC Clearinghouse Publications (\$10). The same number may be used for a referral to a specific subject matter.

ERIC is also available through electronic networks, including the INTERNET, CompuServe, America Online, America Tomorrow and GTE Educational Network Services.

Attached is a bibliography of materials (with brief descriptions) pertaining to English Language Training and Refugees that are currently accessible through ERIC.

ESL TRAINING AND ADULT REFUGEES: A BIBLIOGRAPHY

Listing is in reverse chronological order.

1.

TITLE: An Assessment of the Educational Needs of Hmong Adults: Implications for Program Development in ABE.
AUTHOR: Walter, Pierre
PUBLICATION: Adult Basic Education, v4 n1 p35-49 Spr 1994.
ERIC NUMBER: EJ484473 (Clearinghouse number: CE526510)
ABSTRACT: Barriers to Hmong adults' participation in adult basic education (ABE) include nonliterate tradition, age, cooperative-learning style, and stress. Various programs attempt bilingual English as a Second Language, vocational English as a Second Language, or multicultural training for ABE staff. The lack of Hmong educators makes the latter an appropriate approach.
THESAURUS:
Major: English (Second Language); Hmong People; Multicultural Education; Refugees; Social Environment
Minor: Adult Basic Education; Bilingual Education; Cognitive Style; Cultural Context; Educational Needs

2.

TITLE: Hmong/English Bilingual Adult Literacy Project Final Report.
ORGANIZATION Wisconsin Univ., Green Bay.
SPONSOR: National Inst. for Literacy, Washington, DC.
PUBLICATION: 31 Jan 1994. 102 p., 2 fiche.
ERIC NUMBER: ED376750 (Clearinghouse number: FL800837)
ABSTRACT: The report describes and assesses an adult literacy program for Hmong immigrant adults in Green Bay, Wisconsin. The overall approach was to assist students in developing a new communication system using principles of intercultural communication and community networking. The instructional model had four components: native language literacy instruction; the natural language approach; problem posing; and a family literacy program. Classes were team taught by a bilingual and an English-as-a-Second-Language teacher/intern and met 4 days a week for 3 hours a day. In the course of the project it was learned that Hmong adult refugees can and do respond to literacy instruction if the conditions and processes of instruction conform to both their perceived and their real learning needs. Realization of student perceptions differing from administrative perceptions led to adjustment of the basic program approach. The report outlines the program's overall design, population background information, general findings, description and evaluation of instructional components and project administration, project significance, and recommendations for both administration and instruction. Appended materials include sample lesson plans, student outcomes for the problem-posing component, sample family literacy tutor report, organizational chart, timeline, bilingual consultant reports, and documents from the program's closing ceremony. (MSE) (Adjunct ERIC Clearinghouse on Literacy Education)
THESAURUS:
Major: Adult Literacy; English (Second Language); Hmong People; Intercultural Communication; Literacy Education

Minor: Adult Basic Education; Classroom Techniques; Communication Skills; Curriculum Development; Educational Environment; Educational Strategies; Family Programs; Immigrants; Lesson Plans; Native Language Instruction; Problem Solving; Program Descriptions; Program Evaluation; Refugees; Second Language Programs; Skill Development

3.

TITLE: Bilingual Community Literacy Training Project. Final Report.
AUTHOR: Auerbach, Elsa, et al.
ORGANIZATION: Massachusetts Univ., Boston.
SPONSOR: Office of Bilingual Education and Minority Languages Affairs (ED), Washington, DC.

PUBLICATION: 1993. 263 p., 3 fiche.

ERIC NUMBER: ED372657 (Clearinghouse number: FL800772)

ABSTRACT: A three-year, federally-funded program to train bilingual adult literacy and English-as-a-Second-Language (ESL) teachers to serve immigrants and refugees in the Boston (Massachusetts) area is reported and evaluated. A significant feature of the project was that it trained non-native-English-speaking community members to teach literacy skills and ESL to fellow community members at several centers serving different neighborhoods. The first two chapters describe the project's background, rationale, and structure. Chapters 3 and 4 describe the work of the project, first the training of teaching interns in monthly workshops and then the instruction provided to adult literacy learners. The program at one site that offered Spanish literacy instruction is highlighted in chapter 4. The last two chapters provide an evaluation of the project, including lessons learned and recommendations for future programming. Appended materials include: a description and evaluation of training workshops; sample teacher sharing minutes; sample evaluation tools, and samples of student writing.

THESAURUS:

Major: Adult Literacy; English (Second Language); Literacy Education; Teacher Education Programs

Minor: Adult Basic Education; Bilingual Education Programs; Immigrants; Language Teachers; Program Descriptions; Program Evaluation; Refugees; Spanish; Transitional Programs

4.

TITLE: A Narrative and Statistical Report of the Utah Adult Education Program. FY 1992-93.

ORGANIZATION: Utah State Office of Education, Salt Lake City. Applied Technology Education Services.

PUBLICATION: Nov 1993. 115 p., 2 fiche.

ERIC NUMBER: ED369892 (Clearinghouse number: CE066224)

ABSTRACT: During FY 1992-93, Utah's adult education program served 19,863 adults aged 18 years and older and 3,377 students aged 17 years and under. Adult basic education (ABE) programs served at least 7,335 adults in 27 of the state's 40 school districts and in correctional facilities, applied technology centers, the Salt Lake Skills Center, and several technical and community colleges. English as a Second Language (ESL) and adult refugee education was provided to 3,959 students, and literacy, General Educational Development (GED), and high school completion instruction was provided to 1,268 adults in correctional facilities. ESL, ABE, and GED programs were also provided to 581 eligible legalized aliens and 1,872 homeless people. Of the 5,624 individuals who completed GED testing, 4,089 received passing scores. General adult education (lifelong learning) programs were

provided in all of Utah's 40 school districts, 5 applied technology centers, and several community colleges. A total of \$5,841,000 in state and federal funds was invested in adult education programs in Utah in FY 1992-93. It was estimated that those expenditures resulted in a total of \$12,253,719 in new tax revenues and public assistance savings for a net return on investment of \$6,412,719 (which equals a 109.78% annual percentage rate of return). (Report includes 55 tables.)

THESAURUS:

Major: Adult Education; Cost Effectiveness; Enrollment; Financial Support; Outcomes of Education; Program Effectiveness

Minor: Adult Basic Education; Community Colleges; Correctional Education; Educational Objectives; English (Second Language); High School Equivalency Programs; Homeless People; Institutionalized Persons; Lifelong Learning; Refugees; State Federal Aid; State Programs; Tables (Data); Two Year Colleges

5.

TITLE: Adult ESL Literacy Programs and Practices. A Report on a National Research Study. Technical Report.

AUTHOR: Guth, Gloria J. A.; Wrigley, Heide Spruck

ORGANIZATION Aguirre International, San Mateo, CA.;

SPONSOR: Office of Vocational and Adult Education (ED), Washington, DC.

PUBLICATION: May 1992. 302 p., 4 fiche.

ERIC NUMBER: ED348895 (Clearinghouse number: FL800571)

ABSTRACT: The background and major activities of a 2-year study on adult English-as-a-Second-Language (ESL) programs and practices are reported. Descriptions are provided of the nomination process for programs that teach literacy to adults not fully proficient in English, and the study site selection and case studies of nine programs are described. The programs include the following: Haitian Multi-Service Center (Dorchester, Massachusetts); Refugee Women's Alliance (Seattle, Washington); Literacy Education Action, El Paso Community College, Texas; Literacy/ESL Program, International Institute of Rhode Island; UAW (United Auto Workers)/Chrysler Tech Prep Academy (Ypsilanti, Michigan); El Barrio Popular Education Program (New York, New York); Project Workplace Literacy Partners for the Manufacturing Industry in Cook County (Illinois); Arlington Education and Employment Program (Virginia); and Lao Family Community of Minnesota, Family English Literacy Program. Study results suggest the following: (1) increased access to classes and skilled teachers; (2) comprehensive long-term planning that takes into account quality and funding cycles; (3) staff development geared to adult ESL literacy; (4) improved career paths for adult ESL literacy teachers; (5) reconciliation of the diversity of program types and approaches with funders' desire for program comparisons and accountability; (6) development of alternative assessment instruments; (7) forums for practitioners to share ideas; and (8) longitudinal research to determine which approaches work under which circumstances.

THESAURUS:

Major: Adult Literacy; English (Second Language); Literacy Education; Second Language Learning

Minor: Adult Basic Education; Females; Haitians; Immigrants; Instructional Materials; Laotians; Limited English Speaking; Manufacturing; Program Descriptions; Refugees; Two Year Colleges; Unions

6.

TITLE: Family Talk Time. A Curriculum for Refugee and Immigrant Parents.
ORGANIZATION Refugee Women's Alliance, Seattle, WA.
SPONSOR: Administration for Children, Youth and Families, Washington, DC. Children's Bureau. Washington State Dept. of Social and Health Services, Olympia. Mental Health Div.

PUBLICATION: [92]. 126 p., 2 fiche.

ERIC NUMBER: ED359833 (Clearinghouse number: FL800650)

ABSTRACT: The Family Talk Time Curriculum is designed to provide the skills, information, and self-confidence needed to empower refugee and immigrant parents to raise their children successfully in the United States. It is part of the Washington state Multi-ethnic Family Intervention Project at the Refugee Women's Alliance. The curriculum was developed over a 2-year period by a multi-ethnic group of 10 refugee mothers, a bilingual staff, and parent educators from Seattle Central Community College. All techniques are designed to elicit input and opinions from the participants, to facilitate sharing among them, to introduce new information, to improve problem-solving skills, and to improve English language literacy skills. The teaching techniques include student stories, problem posing, brainstorming, charts and grids, student-drawn pictures, journal writing, and grammar activities. Chapters include: (1) Raising Children in the U.S. (remembering family history and culture, methods of discipline in different cultures, teenagers); (2) Understanding American Schools (parent-teacher conferences, supporting your children in school, notes from school); (3) Changing Family Roles in the U.S. (comparing customs and traditions about marriage, family violence, family planning); (4) Taking Care of Yourself (coping with depression, raising self-esteem); and (5) Using Community Resources (low-cost family entertainment, crime prevention).

THESAURUS:

Major: English (Second Language); Family Role; Immigrants; Parent Materials; Parent School Relationship; Refugees

Minor: Acculturation; Adult Literacy; Community Programs; Cultural Awareness; Cultural Pluralism; Curriculum Development; Literacy Education; Parent Child Relationship; Parenting Skills; Self Esteem

7.
TITLE: The Relationship Between Self-Assessment Ratings of Functional Literacy Skills and Basic English Skills Test Results in Adult Refugee ESL Learners.
AUTHOR: Coombe, Christine A.
PUBLICATION: Ph.D., Ohio State University, 1992
DAI 1993. v.53(n11-A):3774-3775
8.
TITLE: ESL Workplace Literacy Curriculum for a JTPA/Family English Literacy Demonstration Project.
AUTHOR: Saumweber, Judy, et al.
ORGANIZATION: Lao Family Community of Minnesota, Inc.
SPONSOR: Department of Education, Washington, DC.; Department of Labor, Washington, D.C.
PUBLICATION: [91]. 90 p., 1 fiche.
ERIC NUMBER: ED339248 (Clearinghouse number: FL800349)
ABSTRACT: A JTPA/FEL (Job Training Partnership Act/Family English Literacy) demonstration project is reported that involves a partnership between the Lao Family Community (LFC) of Minnesota, the City of St. Paul, and St. Paul Public Schools/Adult Basic Education. The goal is to provide workplace literacy instruction to refugees with limited English proficiency to enable them to become economically self-sufficient as quickly as possible. Most of the 50 participants served at any one time are Hmong refugees (60% women) with less than 2 years in the United States. Four levels of English-as-a-Second-Language (ESL) instruction are offered, with each course lasting 11 weeks. The curriculum content includes workplace field trips, use of native language for cultural discussion of appropriate workplace behavior, emphasis on workplace document literacy, simulations and classroom activities, reinforcement of oral language and basic literacy skills taught in other program courses, and curriculum adaptability to different jobs. Seventeen key competencies are identified. Instructional units are included in this report.
THESAURUS:
Major: English (Second Language); Job Skills; Laotians; Literacy Education
Minor: Adult Basic Education; Basic Skills; Curriculum Development; Demonstration Programs; Hmong People; Job Training; Refugees

9. 4

TITLE: Issues in Southeast Asian Refugee Education.
AUTHOR: Jaquith, Paul, Ed.
ORGANIZATION: Language Inst. of Japan, Odawara.
PUBLICATION: 1991. 121 p., 2 fiche. Also in: Cross Currents, v18 n1 spec iss Sum 1991.
ERIC NUMBER: ED350878 (Clearinghouse number: FL020780)
ABSTRACT: "Cross Currents" is subtitled "an International Journal of Language Teaching and Cross-Cultural Communication." This special theme issue is devoted to the subject of Southeast Asian refugee education and contains 13 articles on refugee education (as well as 6 articles on other language teaching topics). The thematic articles include the following: "Universals of Politeness in the ESL Classroom"; "English as an International Language"; "Cooperative Learning in a Humanistic English Class"; "Curriculum Design and Pre-Entry Training for Adult Indochinese Refugees"; "Input and Output: Interaction in the Language Laboratory"; "Picture Vocabulary"; "The Changing Faces of Refugee Education"; "Vietnam's Amerasian Families: The Face of Jeopardy in Resettlement"; "Literacy for Mothers of Amerasians"; "A Method for Teaching Literacy to the Orally Proficient"; "Incorporating Primary Prevention Techniques in Discussion Groups"; "Student Teaching in Refugee ESL Classes"; "Books for Beginning Readers and Writers: If You Can't Find Them, Make Them"; "Cross Cultural Training for Young Adult Vietnamese Refugees"; "Educational Programs for Cambodian Refugees"; "English Language Teaching at Phanat Nikhom: Ten Years Later"; "Refugee Education in Hong Kong"; and "Meeting the Long-Term Educational Needs of Resettled Refugees: An Integrated Approach."
THESAURUS:
Major: Acculturation; Educational Needs; English (Second Language); Land Settlement; Literacy Education; Refugees
Minor: Adult Education; Asian Americans; Cooperative Learning; Cultural Awareness; Curriculum Design; Educational Planning; Foreign Countries; Foreign Language Books; Indochinese; Instructional Materials; Language Laboratories; Laotians; Long Range Planning; Mothers; Second Language Instruction; Student Teaching; Teacher Developed Materials; Vietnamese People; Visual Aids; Vocabulary Development; Young Adults

10.

TITLE: Literacy as Cultural Practice and Cognitive Skill: Biliteracy in a Cambodian Adult ESL Class Puerto Rican GED Program.

AUTHOR: Hornberger, Nancy H.; Hardman, Joel

PUBLICATION: Mar 1991. 26 p., 1 fiche.

ERIC NUMBER: ED331317 (Clearinghouse number: FL800331)

ABSTRACT: Two programs in which biliteracy is being actively developed among immigrant groups are examined within the framework of nine continua of biliteracy. One program is an adult English-as-a-Second-Language (ESL) class for Cambodian refugee women, taught by a young Cambodian woman. It is assumed that the teacher and students, as members of an urban Cambodian refugee community, share norms of behavior, language use, and education. The second program served Puerto Rican adolescents in parallel Spanish- and English-medium Graduate Equivalency Diploma (GED) classes. The nine continua on which the program analyses are based include: (1) first-to-second-language transfer; (2) reception/production; (3) oral/written language; (4) similar/dissimilar linguistic constructions; (5) convergent/divergent scripts; (6) simultaneous/successive exposure; (7) micro/macro setting; (8) oral/literate; and (9) monolingual/bilingual. It is concluded that in the Cambodian ESL class, a cognitive-skills approach to literacy coexists comfortably with a cultural-practice approach characterized by student-initiated, teacher-supported social learning strategies. The Puerto Rican GED program approaches literacy as a cognitive skill embedded as cultural practice. A brief bibliography is included.

THESAURUS:

Major: Cultural Context; English (Second Language); High School Equivalency Programs; Literacy Education; Thinking Skills

Minor: Adolescents; Adult Education; Cambodians; Educational Attitudes; Immigrants; Language Attitudes; Language Maintenance; Language Role; Native Language Instruction; Puerto Ricans; Refugees; Womens Education

11.

TITLE: Language, Literacy, and the Older Refugee in America: Research Agenda for the 90s.

AUTHOR: Weinstein-Shr, Gail; Lewis, Nora E.

PUBLICATION: Nov 1989. 29 p., 1 fiche.

ERIC NUMBER: ED313928 (Clearinghouse number: FL800052)

ABSTRACT: As the large immigrant/refugee population in the United States ages, mainstream institutions, such as schools, workplaces, and social services, are increasingly challenged to meet the needs of elders. Certain themes and difficulties in acculturation emerge repeatedly, including financial insecurities, health issues, loneliness and isolation, stresses in the family and community in light of changing values, and barriers to accessing mainstream services and resources. All of these issues are somehow linked to language ability and language use, and very little is known about language use in immigrant and refugee households. A discussion of research needs in this area presents observations on the role of language and literacy in the adaptation of Hmong, Khmer, Chinese, and Latin elders in Philadelphia. It is argued that in order to meet the needs of uprooted elders, it is necessary to address the following questions: (1) What are the functions of language and literacy (both English and native language) in the lives of uprooted elders? (2) How do older refugees/immigrants solve problems requiring English language skills? and (3) What is the significance of language in the negotiation of new roles and relationships? It is also suggested that systematic qualitative research is the best way to examine these questions, and an appropriate theoretical framework is proposed.

THESAURUS:

Major: Acculturation; Adult Literacy; Immigrants; Language Role; Older Adults; Refugees
Minor: Cambodians; Chinese Americans; Coping; English (Second Language); Family Environment;
Hispanic Americans; Hmong People; Land Settlement; Language Skills; Literacy Education; Research
Needs; Social Values

12.

TITLE: From Problem-Solving to Celebration: Discovering and Creating Meanings
through Literacy.

AUTHOR: Weinstein-Shr, Gail

PUBLICATION: Nov 1989. 35 p., 1 fiche.

ERIC NUMBER: ED313916 (Clearinghouse number: FL800003)

ABSTRACT: This article argues that the traditional classroom may provide little opportunity for English-as-a-Second-Language teachers to learn about the lives of their students. Drawing on ethnographic research in Philadelphia's Hmong community, an attempt is made to demonstrate how teachers can get a distorted picture of their students and how their students live. One teachers'experiences with three Hmong individuals illustrate how such assumptions can be challenged when the teacher has the opportunity to see these individuals in the context of their own communities. The intellectual climate is examined, Which allows a new view of literacy, where the emphasis is shifted from cognitive consequences to an interest in literacy in social context as a means through which relationships are negotiated, is examined. It is argued that the ideal classroom is one in which both teachers and students have the opportunity to learn about how the world looks through the other's eyes. Suggestions are made to teachers for creating an English-as-a-Second-Language classroom setting where they can discover more about the role of literacy in their students' lives and where students can both identify and expand the contexts in which literacy can create meanings for them.

THESAURUS:

Major: Classroom Environment; English (Second Language); Hmong People; Interpersonal
Relationship; Literacy Education; Teacher Attitudes

Minor: Adult Students; Case Studies; Ethnography; Language Teachers; Learning Motivation;
Literacy; Problem Solving; Refugees; Second Language Instruction

13.

TITLE: Haitian Retention: A 310 Teacher Training Project, 1986-1987.

AUTHOR: Flanagan, Brian; Lucas, Nell

ORGANIZATION: Florida State Dept. of Education, Tallahassee. Div. of Adult and Community
Education. Palm Beach County Public Schools, FL.

PUBLICATION: 1988. 79 p., 1 fiche.

ERIC NUMBER: ED301627 (Clearinghouse number: UD026551)

ABSTRACT: The Haitian Retention Program (HRP) is designed to help illiterate and unskilled Haitian immigrants to Palm Beach County (Florida) learn the English language through regular class attendance. Although many Haitians are enthusiastic about enrolling in adult English for Speakers of Other Languages (ESOL) classes, they are not accustomed to attending classes regularly or following any kind of a schedule. Objectives are the following: (1) familiarize participants with American customs and school environment; (2) give students the opportunity to express needs and interests for inclusion in the curriculum; (3) adapt the curriculum to the Haitian lifestyle; and (4) develop teacher proficiency. Phases of the program include the following: (1) student orientation; (2) student needs assessment; (3) curriculum development; and (4) inservice teacher training. An outline of the Student

Orientation Program and a copy of the Needs Assessment form are included. Teacher materials include the following: (1) steps to follow in curriculum development; (2) a list of Beginning Level Competencies; (3) a list of questions to ask when using a textbook; (4) sample lesson plans; (5) sample classroom exercises; and (6) a student hand-out in Creole for use during student orientation.

THESAURUS:

Major: Acculturation; Attendance; Bilingual Education Programs; Educational Environment; Haitians; High Risk Students

Minor: Adjustment (to Environment); Adult Education; Basic Skills; Bilingual Instructional Materials; Cultural Context; Curriculum Development; Dropout Prevention; Dropouts; English (Second Language); Haitian Creole; Immigrants; Inservice Teacher Education; Program Descriptions; Refugees

14.

TITLE: Project LEIF: Learning English through Intergenerational Friendship. Program Development Manual for Building Community Across Generations and across Cultures.

AUTHOR: Weinstein-Shr, Gail

ORGANIZATION: Temple Univ., Philadelphia, PA. Center for Intergenerational Learning.

SPONSOR: Florence V. Burden Foundation, New York, N.Y.; Retirement Research Foundation.

PUBLICATION: Dec 1988. 171 p., 2 fiche.

ERIC NUMBER: ED314964 (Clearinghouse number: FL800047)

ABSTRACT: Project LEIF (Learning English through Intergenerational Friendship) is a program begun in 1985 in which an intergenerational core of tutors was trained to teach English to refugees in the Philadelphia area. The program has since expanded and been replicated in four other cities. This manual is intended to help those individuals or groups interested in developing programs similar to project LEIF. The manual consists of the following guidelines and suggestions for program design and implementation: (1) planning as an ongoing process; (2) materials and methods for teaching English; (3) recruitment of volunteers; (4) volunteer training; (5) getting volunteers started and keeping them going; (6) community building; (7) special considerations for using elders in the schools; and (8) assessment and documentation. Appended materials include a collection of news articles about the Philadelphia program and an annotated bibliography of materials for teaching English to speakers of other languages.

THESAURUS:

Major: Adult Literacy; English (Second Language); Intergenerational Programs; Literacy Education; Tutorial Programs; Voluntary Agencies

Minor: Administrator Guides; Immigrants; Instructional Materials; Multicultural Education; Needs Assessment; Program Development; Refugees; Teaching Methods; Volunteer Training

15.

TITLE: How Does the Match between Media and Learners' Preferred Perceptual Modes Affect Literacy Learning?

AUTHOR: Griffin, Suzanne M.

PUBLICATION: Feb 1987. 12 p., 1 fiche.

ERIC NUMBER: ED285538 (Clearinghouse number: IR012743)

ABSTRACT: Two issues relevant to the effectiveness of media used in second language literacy instruction were addressed in this study: learner-selected versus teacher-assigned media, and media that appeal to learners' preferred perceptual modes compared with media that do not match preferred modes. A group of 47 preliterate Hmong refugees between the ages of 24 and 65 who were acquiring

English as a second language was selected for study. Subjects' preferred perceptual modes were classified as auditory, visual, or kinesthetic on the basis of the Kerby Learning Modality Test; the corresponding media options were a videotape, photographs, or a live teacher. Results showed a significant difference in achievement outcomes between learners who selected their media and those who were assigned to media. Since many subjects did not demonstrate a dominant learning modality, the match between media and preferred perceptual modes was clear for only 13 subjects. There was no significant difference in literacy achievement outcomes between this group and learners who used media that did not clearly match their preferred perceptual modes. The impact of the culture of the participants on the study is discussed, and 17 references are listed.

THESAURUS:

Major: Adult Literacy; Cognitive Style; English (Second Language); Intermode Differences; Media Selection; Second Language Instruction

Minor: Adult Education; Analysis of Covariance; Cultural Influences; Illiteracy; Instructional Effectiveness; Perception; Refugees; Second Language Learning; Student Attitudes; Teaching Methods

16.

TITLE: Two Models for Using Problem-posing and Cultural Sharing in Teaching the Hmong English as a Second Language and First Language Literacy.

AUTHOR: Hemmendinger, Anna

PUBLICATION: Mar 1987. 102 p., 2 fiche.

ERIC NUMBER: ED342271 (Clearinghouse number: FL800000)

ABSTRACT: Two models for teaching fluency and literacy in English as a Second Language (ESL) and native language literacy are described and the effectiveness of these models is demonstrated. Both models use cultural sharing and problem-posing as a basis for language learning. The objectives of these teaching models are to use language learning as a vehicle for helping pre-literate individuals solve their own problems within the new society, and to enable them to decide what aspects of their past and present culture to retain or reject. Each of these objectives is met through students sharing their past cultures with one another and discussing the difficulties they are encountering in the new culture. A discussion demonstrates how the methods, approaches, and activities used in each model are congruent with theoretical assumptions, and provides a critical analysis of the models and of the advantages and disadvantages of each of the various methods and approaches used. The discussion draws on work with a group of Hmong refugees in an ESL/NLL class.

THESAURUS:

Major: Acculturation; Cultural Awareness; English (Second Language); Hmong People; Literacy Education; Native Language Instruction

Minor: Adult Literacy; Adult Students; Classroom Techniques; Evaluation Methods; Foreign Countries; Hmong; Illiteracy; Program Design; Refugees; Second Language Instruction; Self Esteem; Teaching Models; Uncommonly Taught Languages

17.

TITLE: ESL Literacy and the New Refugees: Priorities and Considerations.
AUTHOR: Penfield, Joyce
PUBLICATION: Adult Literacy and Basic Education, v10 n1, p47-57 1986.
ERIC NUMBER: EJ339661 (Clearinghouse number: CE517107)
ABSTRACT: English as a second language (ESL) teachers must help many refugee students develop English skills and initial literacy skills at the same time. New refugees share certain sociocultural commonalities that influence learning. Therefore, certain new curriculum models may be more appropriate for this population than those being used.
THESAURUS: Major: Adult Literacy; English (Second Language); Language Skills; Refugees; Second Language Learning; Sociocultural Patterns
Minor: Adult Basic Education; Curriculum Development

18.

TITLE: Perspectives on Literacy.
AUTHOR: Weinstein-Shr, Gail, et al.
PUBLICATION: Jun 1986. 20 p., 1 fiche.
ERIC NUMBER: ED275211 (Clearinghouse number: FL016195)
ABSTRACT: Four papers focus on approaches to providing literacy education. "Language and Community Building: An Intergenerational Approach" (Gail Weinstein-Shr) describes a Temple University (Pennsylvania) program to involve volunteers in English-as-a-second-language instruction to refugee children and their elders. This program provides volunteer and organizational experience as well as cross-cultural and intergenerational interaction for students and community members alike. "Literacy in the Refugee Camps in Southeast Asia" (Allene Guss Grognet) outlines the U.S. Department of State's efforts to prepare Southeast Asian refugees in English language and literacy skills before they emigrate to the United States. "Illiteracy: How a School District Copes" (Dalia P. Meza) discusses the District of Columbia's public school program and its means of assessing, placing, and instructing a varied limited-English-speaking population. "Adult Illiteracy: Implications for Parent Involvement" (Wayne W. Haverson) reviews approaches to reading instruction for limited-English-speaking adults and the implications of adult literacy education for parent involvement in the children's education. A discussion of the four presentations by two specialists is also summarized.
THESAURUS:
Major: Adult Education; Intergenerational Programs; Literacy Education; Parent Participation; Refugees; School Districts
Minor: Community Involvement; Community Organizations; Elementary Secondary Education; English (Second Language); Foreign Countries; Intercultural Communication; Older Adults; School Community Relationship; Tutorial Programs; Volunteers

19.

TITLE: Getting Them on Their Literate Feet.
AUTHOR: Safwat, Yvonne, et al.
PUBLICATION: 1986. 7 p., 1 fiche. Also in: Passage, v2 n2 p12-17 Sum 1986.
ERIC NUMBER: ED273099 (Clearinghouse number: FL015914)
ABSTRACT: The adult English literacy program at the Phanat Nikhom Refugee Camp has developed techniques for actively engaging the sometimes reluctant students in the skill development process leading to literacy. A literacy warm-up chart used daily for five minutes develops the prereading skills of sequencing and left-to-right eye coordination; a variety of mathematical, calendar, and alphabet

concepts; and self-confidence. An expansion game designed for use with the warm-up chart has students read words drawn from a box, match them with flash cards, and insert the flash cards in the appropriate pockets in a duplicate warm-up chart. Individualization by the Language Experience Approach involves creative artistic and composition activities by students, dictation, illustration, and reading of stories on a given topic. A variation on this technique requires the participation of more than one student at a time. Activities for teaching letter sounds include a racing game, a team game to identify words beginning with a particular letter, and a dart game that has several letter identification and dart throwing variations. The dart game can be adapted for other topics such as food, clothing, occupations, colors, time, places, and calendar.

THESAURUS:

Major: Adult Literacy; Educational Games; English (Second Language); Individualized Instruction; Language Experience Approach; Refugees

Minor: Class Activities; Classroom Techniques; Foreign Countries; Literacy Education; Phoneme Grapheme Correspondence; Reading Instruction; Reading Readiness; Second Language Programs; Visual Aids

20.

TITLE: The REEP Curriculum, Revised Edition. Competency-Based ESL for Adults. Volume I, Track A.

AUTHOR: Riney, Timothy; Seufert-Bosco, Margaret

ORGANIZATION Arlington County Public Schools, Va.

SPONSOR: Phi Delta Kappa, Kent, Ohio.

PUBLICATION: 1985. 313 p., 4 fiche.

ERIC NUMBER: ED312909 (Clearinghouse number: FL80000?)

ABSTRACT: The revised Refugee Education and Employment Program (REEP) curriculum, integrating the original 1982 REEP curriculum and the federal Mainstream English Language Training (MELT) project guidelines, provides instructional direction to teachers of adult refugees and immigrants in immediate need of basic survival and social language skills. The guide translates this need into competency-based instructional objectives and language functions, and provides suggestions for materials and teaching techniques. The curriculum provides two tracks of instruction to accommodate differences in educational background and learning ability; this volume contains Track A, for use with semi-literate and educationally disadvantaged students with 5 or fewer years of education in their native countries. Each track consists of four proficiency levels, each containing 9-11 instructional units or topics. For each topic, the guide provides a list of performance objectives and a list of language functions and corresponding structures to be mastered. Each performance objective is also indexed to a competency on the general competency list. Appended materials include a chart of reading and writing enabling skills for each level, a list of cross-cultural questions, pronunciation notes, suggestions for activities and classroom techniques, a resource list, and questions that may be asked of immigrants by the U.S. Immigration and Naturalization Service.

THESAURUS:

Major: Competency Based Education; English (Second Language); Literacy Education; Refugees

Minor: Adult Basic Education; Adult Students; Behavioral Objectives; Classroom Techniques; Curriculum Guides; Federal Programs; Immigrants; Instructional Materials; Language Proficiency; Pronunciation; Second Language Instruction; Teaching Methods

21.

TITLE: The REEP Curriculum, Revised Edition. Competency-Based ESL for Adults. Volume II, Track B.

AUTHOR: Riney, Timothy; Seufert-Bosco, Margaret

ORGANIZATION Arlington County Public Schools, Va.

SPONSOR: Office of Refugee Resettlement (DHHS), Washington, D.C.

PUBLICATION: 1985. 275 p., 3 fiche.

ERIC NUMBER: ED312908 (Clearinghouse number: FL800007)

ABSTRACT: The revised Refugee Education and Employment Program (REEP) curriculum, which integrates the original 1982 REEP curriculum and the federal Mainstream English Language Training (MELT) project guidelines, provides instructional direction to teachers of adult refugees and immigrants in immediate need of basic survival and social language skills. The guide translates this need into competency-based instructional objectives and language functions, and provides suggestions for materials and teaching techniques. The curriculum provides two tracks of instruction for accommodating differences in educational background and learning ability; this volume contains Track B, for use with students with more than 5 years of education in their native country. Each track consists of four proficiency levels, each containing 9-11 instructional units or topics. For each topic, the guide provides a list of performance objectives and a list of language functions and corresponding structures to be mastered. Each performance objective is also indexed to a competency on the general competency list. Appended materials include a chart of reading and writing enabling skills for each level, a list of cross-cultural questions, pronunciation notes, suggestions for activities and classroom techniques, a resource list, and questions that may be asked of immigrants by the U.S. Immigration and Naturalization Service. **THESAURUS:**

Major: Competency Based Education; English (Second Language); Literacy Education; Refugees

Minor: Adult Basic Education; Adult Students; Behavioral Objectives; Classroom Techniques;

Curriculum Guides; Evaluation Criteria; Federal Programs; Immigrants; Instructional Materials;

Language Skills; Pronunciation; Second Language Instruction; Teaching Methods

22.

TITLE: Washington State Adult Refugee Project. ESL Master Plan (Revised). Guidelines for Institutional Curricula for Refugees.

AUTHOR: Callaway, Donn R.

ORGANIZATION Washington Office of the State Superintendent of Public Instruction, Olympia, WA. Div. of Instructional Programs and Services.

PUBLICATION: Sep 1985. 56 p., 1 fiche.

ERIC NUMBER: ED298230 (Clearinghouse number: UD026365)

ABSTRACT: The Washington State English as a Second Language (ESL) Master Plan, part of the Adult Refugee Project, is designed for use by program administrators and instructors in planning institutional curricula. Program goals are the following: (1) enable refugees to reach a level of English usage and cultural familiarity that makes them employable; (2) enable refugees to reach a level of English usage that allows participation in vocational training and upgrading programs; (3) provide for English language improvement for employed refugees; and (4) enable refugees to make a contribution to the new society in which they have resettled. The program distinguishes between illiterate, non-Western refugees and those who are literate, somewhat familiar with Western culture, but unable to speak, read or write English. Students are designated as either preliterate, beginning, or intermediate, based on their degree of literacy, familiarity with Western culture, and proficiency in the English language. Students are placed in one of seven skill level groupings, whose educational objectives become progressively more demanding. Specific oral/aural, functional literacy, and

pronunciation competencies, referred to as "Benchmarks," are designated for each skill level. Daily lesson planning should maintain a balance between pre-communicative and communicative learning activities. A seven-page inventory of grammatical structures, and samples of a student progress report, and a monthly project report are included in three appendices.

THESAURUS:

Major: Adult Basic Education; Behavioral Objectives; English (Second Language); Refugees; Second Language Instruction

Minor: Adult Literacy; Bilingual Education Programs; Communicative Competence (Languages); Functional Literacy; Illiteracy; Immigrants; Language Enrichment; Language Proficiency; Limited English Speaking; Non English Speaking; State Curriculum Guides; Vocational English (Second Language)

23.

TITLE: Settling In. A Competency-Based Curriculum for U.S. Cultural Orientation. A Teacher's Handbook 2.

AUTHOR: Shapiro, Toni, Comp.; Ligon, Fred, Ed.

ORGANIZATION: Experiment in International Living, Brattleboro, VT.; Save the Children Federation, Inc.; World Education, Inc., New York, N.Y.

SPONSOR: Department of State, Washington, DC. Bureau of Refugee Programs.

PUBLICATION: 1985. 451 p., 5 fiche.

ERIC NUMBER: ED272747 (Clearinghouse number: CE044869)

ABSTRACT: This handbook is intended to assist teachers involved in helping Southeast Asian refugees with little or no formal education to gain an understanding of U.S. culture. The guide is divided into the following four parts: an introduction describing the refugee training program that led to the development of the handbook, seven units of core curriculum materials and a simulation, five optional lessons, and a selection of teaching techniques. Each of the 30 lessons included in the 7 units contains a list of objectives, lesson rationale, skills to be taught, a list of materials, a language section (language structures, vocabulary, and literacy suggestions), activities (including pretest and assessment), and notes and variations. Covered in the lessons are the following topics: community services, education for children and adults, public assistance, law and legal services, safety in the city, directions and maps, geography and weather, transportation, length and height, volume and weight, shopping for food and clothing, consumerism, banking services, bill paying, budgeting, skills assessment, work attitudes, jobs in the United States, personal employment data, job search, job interviews, workplace rules and policies, on-the-job relationships, resettlement and sponsorship, the transit process, culture shock, and secondary migration. Driving a car, reading the newspaper, using restaurants, participating in sports and recreation, and celebrating U.S. holidays are examined in the five optional lessons. The techniques section covers pretest, presentation, class management, structural exercises, discussion starters, discussion, explanation, language reinforcement, literacy reinforcement, and assessment. Appendixes contain references to books, materials, and the Southeast Asian regional curriculum; handouts and worksheets; and teacher resources. Activity and topic indexes are provided.

THESAURUS:

Major: Adjustment (to Environment); Adult Basic Education; Asian Americans; Cultural Education; Daily Living Skills; Refugees

Minor: Career Education; Community Services; Competency Based Education; Consumer Education; English (Second Language); Job Search Methods; Land Settlement; Law Related Education; Legal Responsibility; Orientation Materials; Postsecondary Education; Safety; Skill Development; Work Attitudes

24.

TITLE: Competency-Based Mainstream English Language Training Project (MELT) Resource Package.

ORGANIZATION Office of Refugee Resettlement (DHHS), Washington, D.C.

PUBLICATION: Mar 1985. 232 p., 3 fiche.

ERIC NUMBER: ED264384 (Clearinghouse number: CE043002)

ABSTRACT: This resource package is the product of seven national demonstration projects funded by the U.S. Office of Refugee Resettlement (ORR). The package is intended to assist persons involved with refugee language training in developing programs that address the ORR's English language training goals. The guide is divided into sections addressing the following topics: (1) the purpose, content, and use of the Mainstream English Language Training (MELT) Project resource package; (2) student performance levels; (3) core curriculum; and (4) testing. Appendixes to the individual sections include MELT demonstration project information, lists of literacy enabling skills, an index of grammatical structures, examples of performance objectives, sample needs assessments developed at various project demonstration sites, sample lesson plans and learning activities, assorted checklists, and examples of locally adapted curricula. A chart of English as a Second Language (ESL) tests with data for publisher, function, skills, forms and level, and a glossary of MELT resource package terms are also provided.

THESAURUS:

Major: Adult Basic Education; Communicative Competence (Languages); Competency Based Education; English (Second Language); Refugees; Second Language Instruction

Minor: Behavioral Objectives; Checklists; Classroom Techniques; Communication Skills; Core Curriculum; Educational Objectives; Lesson Plans; Mainstreaming; Program Development; Student Evaluation; Testing

25.

TITLE: Intensive English as a Second Language/Cultural Orientation Training Program. Guide for Instruction.

ORGANIZATION International Catholic Migration Commission, Morong (Philippines).

SPONSOR: Department of State, Washington, DC. Bureau of Refugee Programs.

PUBLICATION: Apr 1985. 44 p., 1 fiche.

ERIC NUMBER: ED263342 (Clearinghouse number: CE042804)

ABSTRACT: This instructional guide is designed to assist those teaching intensive English-as-a-second-language (ESL) courses geared toward Indochinese refugees. It offers suggestions for making culturally sensitive and responsive decisions while providing basic cultural orientation and second language instruction to refugees. The first part of the guide presents teaching implications as they relate to various assumptions about learning in general and also learning a new language and a new culture. The second part of the guide describes a series of teaching practices that have been identified as being effective both in preparing to teach and in actual teaching.

THESAURUS:

Major: Adult Basic Education; Cross Cultural Training; English (Second Language); Indochinese; Intensive Language Courses; Refugees

Minor: Adjustment (to Environment); Adult Learning; Behavioral Objectives; Cognitive Style; Cultural Context; Language Skills; Learning Processes; Relocation; Second Language Instruction

26.

TITLE: Competency-Based Teacher Education Workshops in CBE/ESL.
AUTHOR: Schaffer, Deborah L.; Van Duzer, Carol H.
ORGANIZATION: Arlington County Public Schools, Va.
SPONSOR: Virginia State Dept. of Education, Richmond.
PUBLICATION: Jun 1984. 153 p., 2 fiche.
ERIC NUMBER: ED255771 (Clearinghouse number: CE041334)

ABSTRACT: This document contains five modules for presenting a series of workshops on competency-based education (CBE) to teachers of English as a second language (ESL). Each module consists of the following: competency sheet (including rationale, performance objective, and enabling objectives), background notes and resources, suggested format for a three-hour workshop, activities with handouts, a review activity, and a workshop evaluation form. The modules cover the following topics: (1) competency-based education and the adult learner; (2) needs assessment and language functions, (3) writing competency-based objectives, (4) planning instruction, and (5) evaluating student performance. An overview of the workshop series and instructions for conducting the workshops are also included in the manual.

THESAURUS:

Major: Competency Based Education; English (Second Language); Second Language Instruction; Teaching Methods; Workshops

Minor: Adult Basic Education; Adult Programs; Behavioral Objectives; Competency Based Teacher Education; Educational Planning; Educational Resources; Guidelines; Inservice Teacher Education; Learning Modules; Lesson Plans; Needs Assessment; Postsecondary Education; Refugees; Student Evaluation

27.

TITLE: Crossword Puzzles and Conversation: An Approach to Teaching Pre-Employment and On-the-Job Communication Skills to Adult (Refugee) ESL Students. Special Experimental Demonstration Project--Adult Education.
AUTHOR: Larsen, R. Ann
ORGANIZATION: Wenatchee Valley Coll., Wenatchee, Wash.
SPONSOR: Washington State Office of the State Superintendent of Public Instruction, Olympia. Div. of Adult Education and Community Schools.
PUBLICATION: 1984. 65 p., 1 fiche.
ERIC NUMBER: ED264375 (Clearinghouse number: CE042728)

ABSTRACT: This curriculum guide is intended to help high school and adult refugees master the preemployment and on-the-job English as a Second Language (ESL) communication skills that are essential to survival in the workplace. The following topics are covered in the individual lessons: job application, occupations and duties, help wanted ads, job application forms, job interviews, rules and policies at work, work schedules, tools and equipment, and job safety, and payroll deductions and job benefits. Each section contains an introductory page, a set of conversations, vocabulary lists, a crossword puzzle, and crossword puzzle clues. A set of crossword puzzle answer keys and a bibliography are also provided.

THESAURUS:

Major: Adult Basic Education; Communicative Competence (Languages); Conversational Language Courses; English (Second Language); Second Language Instruction; Vocational English (S. Language)

Minor: Communication Skills; Employment Interviews; Equipment Utilization; Fringe Benefits; Job Application; Occupational Safety and Health; Puzzles; Refugees; Scheduling; Vocabulary Development; Vocational Adjustment; Wages; Work Environment; Working Hours

28.

TITLE: A Survival Kit for Teaching English to Refugees. Techniques.
AUTHOR: Overbeck, Carla
PUBLICATION: Oct 1984. 3 p., 1 fiche. Also in: Lifelong Learning, v8 n2 p29-30 Oct 1984.
ERIC NUMBER: ED272656 (Clearinghouse number: CE043031)

ABSTRACT: Adult basic education and English as a second language teachers, as well as volunteer tutors, can help new refugees acquire functional English through the use of a survival kit. The Literacy Volunteers of America's guide to teaching conversational English recommends these items for a survival kit: a written copy of student's name, address, and telephone number, which is helpful in dealing with persons who may not understand his/her English; alphabet and number cards for teaching their names; price tags, sales slips, and newspaper ads to teach numbers and the use of money; coins and "play" bills to teach the value of coins and currency; a neighborhood or city map to help the student navigate; a list of clothing sizes of the student and his/her family; a cardboard or paper plate clock for teaching time; a calendar to learn days of week and months; a menu and bus schedule to help students learn to order food and use a metropolitan bus system; and pieces of colored construction paper to teach colors. Elaborations could include poker chips to learn the number system and a picture file to teach vocabulary. While survival kits initially require close supervision by an instructor, they can help new refugees learn the English they need every day, without a textbook and with inexpensive materials.

THESAURUS:

Major: Adult Basic Education; Daily Living Skills; English (Second Language); Functional Literacy; Refugees; Teacher Developed Materials

Minor: Conversational Language Courses; Instructional Materials; Teaching Methods

29.

TITLE: A Work Setting Laboratory.
AUTHOR: Latkiewicz, John
PUBLICATION: ESP Journal, v3 n2 p123-35 1984.
ERIC NUMBER: EJ304292 (Clearinghouse number: FL516016)

ABSTRACT: Discusses basic skills training for refugees and the use of a work setting laboratory (WSL). A WSL provides a situation that produces a need to use the English language and communication skills that have earlier been introduced in a classroom setting and a chance to experience cultural points in action.

THESAURUS:

Major: Adult Vocational Education; Basic Skills; English for Special Purposes; Job Training; Refugees; Second Language Instruction

Minor: Curriculum Design; Teaching Methods

30.

TITLE: Shifting Gears 2. Hands-on Activities for Learning Workplace Skills and English as a Second Language. A Teacher's Handbook.

ORGANIZATION Experiment in International Living, Brattleboro, VT.; Save the Children Federation, Inc.; World Education, Inc., New York, N.Y.

SPONSOR: Dept of State, Washington, DC. Bureau of Refugee Programs.

PUBLICATION: 1984. 340 p., 4 fiche.

ERIC NUMBER: ED251702 (Clearinghouse number: CE040364)

ABSTRACT: This teacher's handbook is the second part of a two-volume curriculum designed to assist teachers providing instruction in vocational English as a second language (ESL) to Indochinese refugees. The main section of the guide, consisting of 24 hands-on core lessons, includes learning activities geared toward helping students develop prevocational, daily living, cultural, and English language skills. Each of the lessons contain some or all of the following: a list of purposes; a list of needed tools and materials; a language pattern drill; a hands-on learning activity; and notes to the teacher regarding preparing and presenting the activity, language skills addressed in the activity, and cultural factors touched upon in the lesson. Also provided in the guide are an introduction discussing its use, 3 optional simulations, 20 optional lessons, 2 sections of optional learning activities dealing with language and literacy, and an appendix containing sample handouts.

THESAURUS:

Major: Adult Basic Education; Daily Living Skills; English (Second Language); Indochinese; Prevocational Education; Refugees

Minor: Adjustment (to Environment); Behavioral Objectives; Classroom Techniques; Cultural Education; Learning Activities; Literacy Education; Relocation; Second Language Instruction; Teaching Methods; Vocational Education

31.

TITLE: Developing a Job Club Curriculum.

AUTHOR: Mrowicki, Linda

ORGANIZATION Northwest Educational Cooperative, Arlington Heights, IL.

SPONSOR: Office of Refugee Resettlement (DHHS), Washington, D.C.

PUBLICATION: Apr 1983. 85 p., 1 fiche.

ERIC NUMBER: ED330222 (Clearinghouse number: FL800202)

ABSTRACT: This handbook describes the process of developing a curriculum in job search methods for use with refugees. It is based on a workshop, one of a series of four designed to improve the skills of refugee service provider staff. The job club is an innovative approach to providing refugees with skills to find a job by themselves. In the short-term program, a group of refugees with intermediate to advanced English language skills spends about 3 hours a day learning techniques for getting a job and actively seeking a job. Instructional topics include job readiness, job research, telephone usage, the actual job search, and job survival. The handbook contains the following: (1) the workshop agenda and objectives; (2) an overview of job club structure and staff roles; (3) reproductions of two articles and a flyer concerning job club formation and activities; (4) a description of a job club established by the Jewish Vocational Service; (5) a bibliography of employment-related materials; (6) a job club curriculum outlining specific behavioral objectives, prerequisite cultural topics, and prerequisite language for each of the five topic areas; (7) sample lesson plans; and (8) guidelines and standards for job club operation.

THESAURUS:

Major: Curriculum Design; Employment Potential; Job Search Methods; Limited English Speaking; Literacy Education; Vocational English (Second Language)

Minor: Adult Education; Lesson Plans; Program Descriptions; Refugees; Telephone Usage
Instruction; Vocational Adjustment; Workshops

32.

TITLE: Introductory English as a Second Language for Nonliterate Southeast Asian Refugees.

AUTHOR: Van Bourg, Shirley L.

ORGANIZATION California Association of Teachers of English to Speakers of Other Languages.

PUBLICATION: 13 Mar 1983. 12 p., 1 fiche.

ERIC NUMBER: ED236941 (Clearinghouse number: FL014098)

ABSTRACT: In teaching introductory English as a second language to nonliterate adult refugees, the focus should initially be on oral skills. The literature on characteristics of recent Southeast Asian refugees and suggested curriculum strategies is reviewed in order to determine the appropriate curriculum and methods for this group. A curriculum for nonliterate refugees should separate speaking and listening skills from reading and writing skills. The naturalistic approach to language instruction should be combined with practice drills that cover a syllabus of important structures, patterns, and vocabulary. Introduction of oral and aural skills permits the student to develop verbal abilities unhindered by the slower development of literacy skills.

THESAURUS:

Major: Adult Literacy; English (Second Language); Refugees; Teaching Methods

Minor: Adults; Illiteracy; Indochinese; Listening Skills; Second Language Instruction; Speech Skills

33.

TITLE: Shifting Gears. Hands-on Activities for Learning Workplace Skills and English as a Second Language. A Teacher's Handbook.

ORGANIZATION Experiment in International Living, Brattleboro, VT; Save the Children Federation, Inc. World Education, Inc., New York, N.Y.

SPONSOR: Department of State, Washington, DC. Bureau of Refugee Programs.

PUBLICATION: 1983. 337 p., 4 fiche.

ERIC NUMBER: ED245120 (Clearinghouse number: CE039161)

ABSTRACT: This curriculum handbook uses a hands-on approach to teaching basic skills and language for the U.S. workplace to students who are not familiar with many common tools and procedures. Although designed for Southeast Asian refugees, the curriculum can be adapted for use with other groups, including older adults or young people. The handbook consists of these parts: (1) an introduction that provides information about the training program for refugees that led to the development of the handbook and that explains how to use the handbook; (2) the curriculum, made up of two units, each unit containing 12 activity lessons; and 34 numbers lessons to be used concurrently; (3) a sample lesson plan and a selection of teaching techniques; and (4) an appendix containing supplemental information, such as handouts, technical notes, and lists of materials. Some of the topics covered in the activity lessons include water systems, electrical wiring, using a drill, wiring and soldering, measuring with string, circuits, reducing a drawing, sewing machines, a test light, planning and sawing a cutting board, taking inventory, patterns, using time sheets, sewing a bag, making a terminal board, designing boxes, plumbing diagrams, and making a lamp.

THESAURUS:

Major: English (Second Language); Indochinese; Job Skills; Refugees; Second Language Instruction; Vocational Education

Minor: Adult Basic Education; Classroom Techniques; Curriculum; Educational Resources; Electricity; Employment Potential; Job Training; Learning Activities; Lesson Plans; Mathematics

Instruction; Secondary Education; Sewing Instruction; Teaching Methods; Units of Study;
Woodworking

34.

TITLE: Opening Lines. A Competency-Based Curriculum in English as a Second Language. A Teacher's Handbook.

ORGANIZATION Experiment in International Living, Brattleboro, VT.; Save the Children Federation, Inc.; World Education, Inc., New York, N.Y.

SPONSOR: Department of State, Washington, DC. Bureau of Refugee Programs.

PUBLICATION: 1983. 440 p., 5 fiche.

ERIC NUMBER: ED245119 (Clearinghouse number: CE039160)

ABSTRACT: This handbook contains a hands-on curriculum for teaching everyday living skills to English as a Second Language students, especially those who have had little formal education. It emphasizes students' use of language and an understanding of U.S. culture to communicate and get along. Although designed for Southeast Asian refugees, it can be used with other groups of adults or young people. The handbook consists of seven parts: (1) an introduction that provides information about the training program for refugees that led to the development of the handbook and that explains how to use the handbook; (2) the curriculum--30 lessons, presented in four levels (pre-literate, beginning, intermediate, advanced); (3) a section on learning and teaching; (4) a section on language instruction; (5) lesson planning (including a sample lesson plan); (6) teaching techniques; and (7) an appendix that contains supplemental information such as a guide to pronunciation problems, a materials list, and questions students often ask about American culture. Among the topics covered in the lessons are greetings, family, food/clothes/money, medical, housing, shopping, calendar/telephone, geography/weather, appointments, transportation, post office/school, banking, employment, job skills, sponsors, emergencies, social life, restaurants, and community living.

THESAURUS:

Major: Daily Living Skills; English (Second Language); Indochinese; North American Culture; Refugees; Second Language Instruction

Minor: Adult Basic Education; Classroom Techniques; Competence; Competency Based Education; Curriculum; Educational Resources; Job Skills; Learning Activities; Lesson Plans; Teaching Methods

35.

TITLE: Volunteer English as a Second Language Instructional Program for Non-English Speaking Adults. Final Report.

ORGANIZATION Catholic Social Services, Harrisburg, PA.

SPONSOR: Pennsylvania State Dept. of Education, Harrisburg; Pennsylvania State Dept. of Public Welfare, Harrisburg.

PUBLICATION: Jul 1983. 36 p., 1 fiche.

ERIC NUMBER: ED245090 (Clearinghouse number: CE039089)

ABSTRACT: The primary goal of a multi-purpose project was to utilize both Literacy Volunteers of America (LVA) and Laubach Literacy Action (LLA) in training volunteers to teach English to refugees. Catholic Social Services trained 163 volunteers who were placed in adult basic education (ABE) classes, small group instruction settings, and one-to-one tutoring situations in York and Harrisburg, Pennsylvania. Students were recruited through brochures, bilingual posters and flyers, and word of mouth. Volunteers were recruited through notices in church bulletins, newspaper articles, public service announcements, brochures, and a display. To evaluate the project, training of tutors and their instructional methods were closely monitored, and all tutors and staff completed a questionnaire and were interviewed. Results showed that LVA tutors were younger than LLA tutors. Volunteers

were mostly college graduates or individuals with prior teaching experience. LLA tutors felt more confident about their ability to begin teaching English as a second language (ESL) at the conclusion of training. Conclusions were that volunteers are best prepared if they are provided with a combination of both LVA and LLA training and ABE/ESL teachers need to be acquainted with both methods. (Appendixes include addresses of resource organizations and the questionnaire.)

THESAURUS:

Major: Adult Programs; English (Second Language); Literacy Education; Non English Speaking; Volunteer Training

Minor: Adult Basic Education; Adult Literacy; Refugees; Second Language Instruction; Tutoring; Tutors; Volunteers

36.

TITLE: Cottage Crafts Final Report. ESL Cottage Industry Education and Employment 1, 1982 July 1-June 30, 1983. A 310 Adult Education Project.

AUTHOR: Henry, Jean, et al.

ORGANIZATION Lancaster-Lebanon Intermediate Unit 13, Lancaster, Pa.

SPONSOR: Pennsylvania State Dept. of Education, Harrisburg.

PUBLICATION: 30 Jun 1983. 75 p., 1 fiche.

ERIC NUMBER: ED245085 (Clearinghouse number: CE039080)

ABSTRACT: The ESL (English as a second language) Cottage Industry Education and Employment Program was developed to provide ESL and life skills instruction to homebound and elderly refugees while, at the same time, fostering the continuation of native crafts and folklife. The program was the cooperative effort of local adult education staff, leaders and members of the local Hmong and Cambodian communities, and numbers of volunteers. The program, which consisted of an academic and a vocational component, included home-centered language and crafts instruction. Posttesting of the program participants revealed, in most cases, a two-level jump on the English as a Second Language Oral Assessment (ESLOA) and an increase in dexterity involving the pertinent life skills area. The vocational component of the program included the marketing of crafts made by Hmong, Cambodian, and Laotian individuals at such places as museum, consignment, and needlework shops as well as at country club sales and shopping mall kiosks. This component of the program has paid for itself more than five times in terms of the income generated by the participants entering employment and in actual product sales. As a result of the program, 12 persons entered full-time employment, 14 persons entered part-time employment, and the local Hmong community has established its own cooperative food and gift store. (Appendixes include a bibliography and reading list, an outline of life skills units, sample worksheets and test, newspaper articles on the project, and results of a 1981 national survey of Indochinese craft cooperatives.)

THESAURUS:

Major: Craft Workers; English (Second Language); Handicrafts; Job Training; Refugees

Minor: Adult Basic Education; Cambodians; Cooperative Programs; Cooperatives; Cultural Awareness; Daily Living Skills; Folk Culture; Job Placement; Laotians; Marketing; Older Adults; Volunteers

37.

TITLE: Developing and Disseminating a Curriculum in English Language Survival Skills for Pre- and Non-Literate Speakers of Other Languages. Final Report.

AUTHOR: Gaul, Patricia Reitz

ORGANIZATION: Center for Literacy, Inc., Philadelphia, PA.

SPONSOR: Pennsylvania State Dept. of Education, Harrisburg. Div. of Adult Education and Training Programs.

PUBLICATION: 31 Jul 1982. 49 p., 1 fiche.

ERIC NUMBER: ED230720 (Clearinghouse number: CE036105)

ABSTRACT: This special demonstration project was undertaken to field test and disseminate a curriculum entitled Emergency English for Refugees (EER). Designed to meet the immediate English language needs of pre- and non-literate adult refugees and immigrants, the EER is a 26-unit competency-based English-as-a-second-language (ESL) curriculum that deals with areas of competency judged necessary for survival in the daily routine of American life. During the project, the EER was field tested on a group of 41 pre- and non-literate Indochinese women of childbearing age. After compiling data from pretests and posttests administered to the women as well as from unit evaluations submitted from the EER instructor, project staff developed a revised version of the EER. Next, efforts were made to disseminate the EER to adult basic education and ESL professionals and paraprofessionals across Pennsylvania. These dissemination efforts included a seminar on the EER curriculum and three statewide six-hour training workshops on the use of the EER. (Appended to this report are the EER curriculum; its 26 units of study; sample pretests, posttests, unit tests, and unit evaluations; and a brochure describing a videotape of the EER training workshop.)

THESAURUS:

Major: Adult Basic Education; Curriculum Development; English (Second Language); Functional Literacy; Information Dissemination; Refugees

Minor: Adult Programs; Communication Skills; Competency Based Education; Curriculum; Demonstration Programs; Field Tests; Instructional Materials; Models; Pretests Posttests; Program Content; Program Development; Program Effectiveness; Program Evaluation; Program Implementation; State Programs; Tests

38.

TITLE: The ESL Refugee Program: A Nuts and Bolts Presentation.

AUTHOR: Neff, Monroe C.; Zal, Eli

ORGANIZATION: Houston Community Coll. System, TX. Adult and Continuing Education Div.

PUBLICATION: [82]. 27 p., 1 fiche.

ERIC NUMBER: ED240389 (Clearinghouse number: CE800031)

ABSTRACT: A 12-month program provides adult Indochinese refugees with the basic communication skills and understanding of American culture needed to help them secure or upgrade employment. Offered through the community college system, the program is divided into four levels of instruction: non-literate, beginning, intermediate, and upper intermediate. The curriculum at each level consists of reading, grammar, tests, and an outside speaker program. Staff development includes preservice workshops and teacher observations. Special attention is also given to preparing staff for cultural differences in dealing with the Indochinese population. A list of special considerations describes the problems of pronunciation and the special needs of a non-literate student body. Appendices contain a course description, samples of tests, a discussion of cultural differences, songs for use in an English as a second language class, and an evaluation instrument.

THESAURUS:

Major: Adult Education; Adult Programs; English (Second Language); Indochinese; Refugees;

Vietnamese People

Minor: Adult Literacy; Adult Students; Asian Americans; Community Education; Continuing Education; Cultural Context; Employment Potential; Program Descriptions; Student Needs; Teacher Education

39.

TITLE: Language and Culture in Conflict. Problem-Posing in the ESL Classroom.

AUTHOR: Wallerstein, Nina

PUBLICATION: 1982. 209 p. ISBN 0-201-09290-X

ERIC NUMBER: ED221043 (Clearinghouse number: FL013150)

ABSTRACT: This book grew out of an actual experience developing and implementing a problem-solving process, using the Paulo Freire approach, for teaching English as a second language (ESL) adult students. This process implies a serious and long-term commitment to developing critical thinking skills. The first part of the book discusses who the students are, including their language and cultural problems; social and economic problems of ESL students; and the "American Way" of life. It also covers the problem-solving teaching approach, a number of teaching techniques, and indications of ways the situation method can be adapted to a realistic problem-solving approach. The second part of the book presents student units, with an introductory essay on writing a new curriculum. The units are on the following topics: (1) autobiography, (2) the family, (3) culture and conflict, (4) neighborhoods, (5) immigration, (6) health, (7) work, and (8) money. The text concludes with an essay on immigration policies and statistics, and a listing of resources.

THESAURUS:

Major: Culture Conflict; English (Second Language); Learning Activities; Problem Solving; Second Language Instruction; Student Needs

Minor: Adult Basic Education; Class Activities; Critical Thinking; Ethnicity; Group Discussion; Immigrants; Lesson Plans; Minority Groups; Postsecondary Education; Refugees; Teaching Methods

40.

TITLE: The Role of English-as-Second-Language Instruction in the Linguistic Acculturation of Hmong Refugees.

AUTHOR: Schwartz, Laura E.

PUBLICATION: M.A., Anthropology, California State University, Long Beach, 1982

TITLE: Teaching ESL to Competencies: A Departure from a Traditional Curriculum for Adult Learners with Specific Needs. Adult Education Series #12. Refugee Education Guide.

ORGANIZATION: Center for Applied Linguistics, Washington, D.C. Language and Orientation Resource Center.

SPONSOR: Office of Refugee Resettlement (DHHS), Washington, D.C.

PUBLICATION: Feb 1982. 35 p., 1 fiche.

ERIC NUMBER: ED216521 (Clearinghouse number: FL012891)

ABSTRACT: Teaching English as a second language (ESL) to competencies requires that the instructional focus be on functional competencies and life-coping skills while developing the spoken and/or written English structures necessary to perform these skills. A step-by-step approach to develop and implement a competency-based approach to ESL for adults is outlined. The outline and discussion are presented in four parts: (1) a review of competencies and Adult Basic Education with special attention to the Adult Performance Level Study; (2) an annotated list of the advantages and problems of using a competency-based approach to adult ESL; (3) a program for developing a competency-based approach which includes identifying needs, writing competency statements,

specifying the content of teaching objectives, and examples of lesson plans for teaching the same competencies at different levels and for sequencing competencies to spiral the content of lessons; and (4) a discussion of performance testing. A bibliography of suggested resources and an annotated bibliography of materials for use in competency-based ESL programs are appended.

THESAURUS:

Major: Adult Programs; Competency Based Education; English (Second Language); Notional Functional Syllabi

Minor: Adult Students; Basic Skills; Communicative Competence (Languages); Functional Literacy; Lesson Plans; Postsecondary Education; Refugees; Second Language Instruction; Testing

41.

TITLE: Vocational English: Preparing for a First Job.

AUTHOR: Gage, Julia; Prince, David

PUBLICATION: TESOL Quarterly, v16 n3 p349-58 Sep 1982.

ERIC NUMBER: EJ269947 (Clearinghouse number: FL514709)

ABSTRACT: In a 1980 Vocational ESL (VESL) project for adult Indochinese refugees, the major issues explored were: (1) What are the language and performance skills necessary for entry-level jobs? (2) How can these skills be incorporated into a VESL curriculum for beginning level, semiliterate students? and (3) How can ESL curriculum materials reflect on-the-job training techniques?

THESAURUS:

Major: Job Skills; Language Skills; Refugees; Second Language Instruction

Minor: Adult Students; English (Second Language); Entry Workers; Introductory Courses; Literacy Education; On The Job Training; Vocational Followup

42.

TITLE: Hmong Refugees in an American City: A Case Study in Language Contact.

AUTHOR: Downing, Bruce T.; Dwyer, Sharon

PUBLICATION: Jul 1981. 31 p., 1 fiche.

ERIC NUMBER: ED206202 (Clearinghouse number: FL012513)

ABSTRACT: This study examines some aspects of the interaction of one Hmong family with the English-speaking community to determine what sort of language contact situations they encounter and what means they use to communicate in those situations. Observations revealed that English language use outside of the classroom was limited. The subjects did not seek out and, sometimes actively avoided, situations requiring the use of English. Where the use of English could not be avoided, communal communication strategies involving spokespersons or interpreters (occasionally a younger member of the family) were employed. Only when spokespersons were unavailable did adults attempt to communicate directly. This action questions the common assumption in second language teaching that what is taught in the classroom will be reinforced through outside language contacts. This Hmong practice may reflect not only a lack of appropriate language learning skills but also a tradition of community isolation and self-sufficiency carried over from the Hmong experience as a geographically isolated minority in Laos and China. Communal strategies of survival communication might provide a way for the community as a whole to succeed even though some individuals might never learn to communicate in English well enough to survive alone.

THESAURUS:

Major: Culture Contact; English (Second Language); Functional Literacy; Group Experience; Refugees

Minor: Acculturation; Adolescents; Adult Literacy; Adults; Communication Skills; Ethnography; Indochinese; Interpreters; Morphology (Languages); Nonverbal Communication; Pronunciation; Reading Skills; Relocation; Syntax; Translation

43.

TITLE: Teaching ESL to Illiterate Adults. Adult Education Series #9. Indochinese Refugee Education Guides.

AUTHOR: Ranard, Don; Hazerson, Wayne

ORGANIZATION: Center for Applied Linguistics, Washington, D.C.; English Language Resource Center, Washington, D.C.

SPONSOR: Office of Refugee Resettlement (DHHS), Washington, D.C.

PUBLICATION: Feb 1981. 71 p., 1 fiche.

ERIC NUMBER: ED197628 (Clearinghouse number: FL012115)

ABSTRACT: This guide brings together two articles on the teaching of reading to Indochinese refugee adults who are illiterate, semiliterate, or non-Roman alphabet literate. In "Teaching Literacy to Adult Non-Native Speakers of English," Don Ranard addresses the questions of placement in literacy classes, native vs. English literacy, teaching reading and other language skills concurrently, applicability of reading research, and objectives. The whole word method is advocated over the phonic method. A specific program is described and illustrated with a sample lesson. In "Literacy Training for Limited English Speaking Adult Learners," Wayne W. Haverson describes a program that emphasizes minimum competencies in pre-reading skills, survival skills, symbol writing, sight word reading, phonics, and spoken language with written forms exemplified by language experience stories. Examples of exercises in each area are included. (JB)

THESAURUS:

Major: English (Second Language); Literacy Education; Minimum Competencies; Second Language Programs

Minor: Adult Education; Asian Americans; Indochinese; Non English Speaking; Reading Instruction; Refugees; Second Language Instruction; Teaching Methods; Writing Instruction

44.

TITLE: Volunteers for Refugee Self-Sufficiency.

ORGANIZATION: Phoenix Union High School District, Ariz.

PUBLICATION: 1981. 56 p., 1 fiche.

ERIC NUMBER: ED251588 (Clearinghouse number: CE037235)

ABSTRACT: The Volunteers for Refugee Self-Sufficiency (V-FoRSS) uses volunteers to meet the self-sufficiency needs of the refugee community in Phoenix, Arizona. The majority of the volunteers with V-FoRSS are home outreach tutors who provide English as a second language (ESL) and social adjustment skills instruction to adult Indochinese refugees. Classes are held twice a week for two hours in the homes of refugees who do not have access to existing adult ESL programs because of lack of transportation. There is much formal and informal social interaction among the refugee students and volunteers. This document contains the materials used in the V-FoRSS program. The report is organized in four parts. Part I provides general information about the program, while Part II contains the letters, forms, and documents used to conduct the program. Included in these forms are materials used to train volunteers, workshop agenda, volunteer files, and student files. The last two parts of the report consist of a copy of the program's newsletter and publicity releases. **THESAURUS:**

Major: English (Second Language); Indochinese; Refugees; Second Language Instruction; Tutoring; Volunteer Training

Minor: Adult Basic Education; Adult Literacy; Agency Role; Literacy Education; Program Development; Program Implementation; Tutors; Voluntary Agencies; Volunteers; Workshops

45.

TITLE: Teaching Refugee Women. A Curriculum Guide.
AUTHOR: Baack, Gaile, et al.
ORGANIZATION Indochinese Cultural and Service Center, Portland, OR.
SPONSOR: Ford Foundation, New York, N.Y.
PUBLICATION: 1981. 141 p., 2 fiche.
ERIC NUMBER: ED309312 (Clearinghouse number: CE052968)

ABSTRACT: This curriculum guide was developed for use in teaching refugee women (especially Indochinese refugee women) to function in mainstream U.S. society. Following a section that suggests methods and materials, the guide contains 13 units that cover the following topics: personal information; everyday activities; clothing; food; telephone; home care maintenance and safety; health; transportation and places; directions and signs; numbers and money; time and weather; courtesy expressions and customs; and literacy. Each unit contains objectives (organized by appropriate levels); vocabulary, structure, and grammatical focus; materials needed; oral and written activities; and cultural context.

THESAURUS:

Major: Daily Living Skills; English (Second Language); Indochinese; Refugees; Second Language Instruction; Womens Education

Minor: Acculturation; Adult Basic Education; Course Content; Females; Health; Learning Activities; Safety; Teaching Methods

46.

TITLE: Adult School for Cuban Refugees, Fort Indiantown Gap, Pennsylvania. Final Report, August 25-November 28, 1980.

ORGANIZATION Central Susquehanna Intermediate Unit 16, Lewisburg, Pa.

SPONSOR: Department of Education, Washington, DC.

PUBLICATION: Nov 1980. 109 p., 2 fiche.

ERIC NUMBER: ED252730 (Clearinghouse number: CE040566)

ABSTRACT: The Adult School for Cuban Refugees, operated by the Central Susquehanna Intermediate Unit in 1980, supplied services to approximately 1,200 Cuban refugees in the six weeks of its operation at Fort Indiantown Gap, Pennsylvania. The program offered basic oral English classes to adults ranging in age from 18 to 81 years. The classes were conducted in the World War II Army barracks at the military installation. The mostly male students, who volunteered to attend classes, had a wide range of proficiency ranging from no English to an advanced understanding. The goals for this short-term educational project consisted of teaching oral English and providing for the acculturation of the Cuban students to the American way of life. Classes were conducted twice a day for three hours at a time, six days a week. Teachers used time before and after classes for additional preparation or tutoring. Students were recruited throughout the program, and a high percentage attended. Students were provided with textbooks, a dictionary, and supplies. An independent evaluator termed the program a success, since pre- and posttests showed a large gain in student English proficiency. The goal of teaching basic life skills for acculturation was also met. Teachers and students also felt that the program had been successful. Following evaluation of the project, recommendations were made for improving such programs if they are conducted again. (This report contains numerous appendixes covering facets of program operation such as planning, scheduling, student reports, attendance, service contracts for teachers, support personnel, and administrators, staff training, suggested lesson plans, use of teacher aides, and newspaper coverage.) (KC)

THESAURUS:

Major: Acculturation; Cubans; English (Second Language); Program Development; Program

Implementation; Refugees; Second Language Instruction

Minor: Adult Basic Education; Adult Education; Adult Literacy; Adult Programs; Basic Skills; Literacy Education; Outcomes of Education; Program Effectiveness

47.

TITLE: Adult School for Cuban Refugees, Fort Indiantown Gap, Pennsylvania. Final Evaluation Report, August 25-November 28, 1980.

AUTHOR: Shaner, J. Michael

ORGANIZATION: Central Susquehanna Intermediate Unit 16, Lewisburg, Pa.

SPONSOR: Department of Education, Washington, DC.

PUBLICATION: Nov 1980. 24 p., 1 fiche.

ERIC NUMBER: ED252731 (Clearinghouse number: CE040567)

ABSTRACT: The Adult School for Cuban Refugees, operated by the Central Susquehanna Intermediate Unit in 1980, supplied services to approximately 1,200 Cuban refugee students in the six weeks of its operation at Fort Indiantown Gap, Pennsylvania. The program offered basic oral English classes to adults ranging in age from 18 to 81 years. The classes were conducted in the World War II Army barracks at the military installation. The mostly male students entered classes with a wide range of proficiency ranging from no English to an advanced understanding. The goals for this short-term educational project consisted of teaching oral English and providing for the acculturation of the Cuban students to the American way of life. The goal of teaching oral English was met. Students advanced rapidly in their ability to speak and understand English. Pre-post testing revealed a large gain in student English proficiency. The goal of teaching basic life skills for student acculturation to the American society was also met. Within the limitations placed upon the teachers and aides from the controlled environment, a basic understanding of the American way of life was developed. The students learned rapidly about American society and were eager to explore for themselves beyond the confines of Fort Indiantown Gap.

THESAURUS:

Major: Acculturation; Cubans; English (Second Language); Outcomes of Education; Program Effectiveness; Refugees; Second Language Instruction

Minor: Adult Basic Education; Adult Education; Adult Literacy; Adult Programs; Basic Skills; Literacy Education; Self Care Skills

***An Interim Report
from the California Refugee English
Language Training Task Force***

**-Presented at the English Language Training Consultation, San Diego, California
February 23-25, 1995**

This presentation will include an introduction to the work of the task force and an overview of its activities to date. The task force mission statement and a position paper will be distributed to session participants.

The presentation will briefly reflect findings from on site program visits conducted during the past year in three basic areas: Students, Teaching, and Administration. Task force members will share issues of concern that have been noted in these three areas.

The presentation will conclude with an acknowledgement of future legislative realities that will inevitably have an effect on the substance of recommendations that will be made by the task force. The remaining work of the task force will be outlined before members take questions.

Presentation Outline

Introduction - (Conrad DeCastro) - Why the task force was formed; historical background.

Overview

Introduction of task force members and explain format of presentation.

Distribution of Mission Statement with brief comments.

-Mission Statement item b) particularly interested in the issue of "realistically defined goals and outcomes." A question that is foremost in everyone's mind is how much is enough ELT? The issue of evaluating whether programs have realistic goals and outcomes is directly related.

-Mission Statement item d) - obviously, effectiveness is the bottom line but also very important to look at issue of undesirable side effects. Dependency syndrome + "you can only participate in these classes if you are not working" - are we inadvertently

rewarding people for not working? Also, concerns with regard to exacerbation of family disintegration when acquisition of English language is promoted to exclusion of cultural preservation and maintenance of home language.

Our evaluation strategy and why we chose it.

Where we have to date, counties and programs: site visits in Fresno, San Joaquin, San Diego, Los Angeles, San Francisco, Santa Clara; Public Input Sessions in all those counties, plus Burlingame and Long Beach.

Distribution of Position Statement - The Purpose of English Language Training with brief comments.

- Composite view of a bottom line from which to start evaluating English Language Training programs. Includes collective perspectives from all task force members - we need a place to start; this is what we feel it is.

In part an acknowledgement that ELT programs for refugees are not just about getting people ready to work immediately - programs must be concerned with the long term - refugees integrating into local communities beyond the first year or two. An acknowledgement that ELT for refugees is not purely synonymous with employability preparation.

Would also like to note and acknowledge other side effects - ELT classes in many cases have operated in a very positive way as a social support mechanism - sometimes the only one accessible to refugees.

Numerous mental health and cultural shock alleviation benefits attached to participation in ELT classes, whether or not employment and English language acquisition goals are met. Very important not to gloss over this. However, we share the concerns that Lavinia Limon outlined in the initial session that this also represents a blurring of roles with ESL teacher stepping out of their job descriptions and we question why this happens or needs to happen?

STUDENTS

Reflections and observations on issues related to refugee students (from their perspective) - what are they experiencing in ELT classes around the state?

THE DOMESTIC ENVIRONMENT

1. Refugees are frustrated because:

- They came here as adults and are very slow to acculturate.

- New system
 - New culture
 - Children are in school; lack of ethics and discipline
 - Do not have the ability to find a job that pays better than welfare
 - Everything is required--e.g. forms and paper work which was not seen very much in their society.
2. Their past experience of trauma, genocide, separation of family members create problems of concentration and learning.
 3. Difficulties of learning the new language because of little or no experience of being in school, especially women.
 4. Age is also a factor in the learning process. Older refugees are not motivated to learn or look for employment.
 5. Older students who lack literacy in their own language pose even more of a problem because they lack a solid foundation for learning English.
 6. Problems of husband and wife going to school at the same time.
 7. Problems of child care and transportation. Many times they do not want to leave their children with someone else or put their children at American child care providers. The transportation system is very complicated. They do not read English. It is hard for them to understand.
 8. Health and mental health are also problems that interfere with refugees' learning process.
 9. Many times, men do not allow their wives to come to class. This is consistent with cultural values where the wife is supposed to stay home.

Concerns - A subjective analysis of student related issues that cause concern to task force members:

- a) Should have on site child care which would create an opportunity for women to participate in English training and employment preparation.
- b) For employability purposes - need vocational ESL and more spoken English instead of too much emphasis on writing formal English.

- c) For pre-literate and barely educated students - need bilingual support for the first year, at least.
- d) Greater emphasis on and more opportunities for practice of oral skills.
- e) Need good orientation when the refugees first arrive in the country with continued and ongoing support. (Acknowledgment that acculturation is a long term process.)
- f) Need motivational counseling about the reality of employment in the U.S.
- g) Need time limits--both AFDC and the length of time in English language training.
- h) Identify resources beyond classroom.
- i) Promotion of small group teaching if possible.

THE SCHOOL ENVIRONMENT

The following observations, direct quotations, and concerns are ONLY a few that we have chosen to highlight today due to the time constraint. There are many other interesting, positive, and encouraging comments and observations that we will reflect in our final report, along with observations on positive methodologies, programs, and practices.

A: SCHOOL SETTING

A place to come and socialize/keep up with the latest events in the community or just "killing time."

Lack of understanding of the school system and how to study.

Sitting long hours (two or three hours a stretch), stay focused on learning and learning alone can be difficult for older students.

Too much fun and games, singing, standing, acting like children at times.

Much more difficult to learn in a multi-level class with open entry system.

Class size can be too large and students feel neglected or rejected by teachers.

Some students feel that they would function much better in an ethnically homogenous group.

With overwhelming domestic problems, coupled with students' own mental health concerns, how can classes be tailored to the real needs of students in terms of TIME, CLASS SIZE, TEACHER'S ATTENTION, PRACTICAL EXPERIENCES...

These are some of the concerns and suggestions for improvement made by students in some of the school sites that we have visited.

B. STUDENT-TEACHER RELATIONSHIP

1. Students feel more comfortable/at ease when teachers make an effort to learn their language and culture.
2. Respect, sensitivity, and dignity issues come up often. More educated students feel "insulted" when the curriculum is too over simplified or when they feel that they are being mixed with the pre-literate group, or younger students, or with their own family members in some cases.
3. Many students prefer teachers who are native born (no accent).
4. Teachers expect too much of students, especially to "jump in the class discussion" or simply to volunteer answers. Some students need to be asked.
5. Mixed feelings about teacher assistants or bilingual aides.
 - Too much dependency on the teacher's part
 - Play major role and teacher plays minor role
6. Hard to practice conversation with teacher in class. Never have enough time or opportunity to practice speaking.
7. Lack of sensitivity from teachers can lead to intimidation and rejection.
8. Some classes can be boring, intimidating, or frustrating.
9. Why are we being punished in so many ways...for example, we are being pushed out the doors so quickly, ready or not?

There are, of course, many other good recommendations and wonderful experiences expressed by students about their relationships with teachers. We would certainly like to see these maintained and promoted.

C. CONCERNS

Often times, teachers, administrators, community workers acquire:

- Blame The Victim Syndrome
- Let Me Tell You What's Good For You Syndrome
- Babysitting Syndrome

Mental health issues of the teachers, community workers, and administrators need to be addressed in management in order to maintain a "healthy balance" in the school.

We tend to overlook the fact that self-esteem, self-confidence, and motivation of students need to be worked on more than we realize; this is vital for the long run.

How can we develop some sort of mechanism to really encourage and accept students' input in the curriculum, classroom management, and the overall school environment?

ADMINISTRATION

Reflections, observations, and concerns on issues related to administration of Refugee English Training programs. What administrators are encountering as they manage ELT programs for refugees.

I. Introduction

Across the state, administrators showed concern and caring for refugee students.

II. Funding Issues:

- A. In some areas, the funding for refugee specific programs was insufficient to fund adequate numbers of classes. Results in crowded classrooms with teachers trying to teach several levels in one classroom.
- B. Mainstream programs have waiting lists in some areas.
- C. Inadequate funding results in little or no inservice training for teachers.
 - 1. Need is there.

2. Teachers need cultural awareness training.
 - D. Resource/Curriculum development does not happen.
 1. In many areas, ESL teachers are part time. Union contracts prohibit longer working hours.
 2. There is no one place that catalogs materials and curriculum.
 3. Programs often do not have adequate materials.
- III. Education System and Employment Programs Do Not Have Mutually Defined Goals
- A. Lack standard definitions of progress and completion.
 - B. How much ELT is enough?
 - C. Employment programs want refugees into employment quickly. Preiterate students can't learn English quickly.
 - D. Student goals often are at odds with employment program goals.
- IV. Lack of Appropriate Testing Instruments (especially for SEA adults)
- A. Disagreement on CASAS validity with SEA refugees.
 - B. Need better measures of leveling, progress, exit testing and testing for learning disabilities.
 - C. Good news, in all counties, we heard that teacher recommendations were considered before students were considered not making progress or exited from program.
- V. Communication Issues
- A. Some communities have excellent systems in place for communication.
 1. Task forces
 2. Curriculum committees
 3. Regular meeting between providers and funding agencies.
 - B. Some communities were very lacking in communication.
 1. In one county, administration did not feel they were listened to at all.
 2. Some administrators believe that providers are in competition with

- each other.
3. Contract language needs specific goals and definitions spelled out more completely.

VI. Additional Issues

- A. Need classes available for working adults; workplace, evenings, weekends.
- B. Some administrators believe bilingual teachers are needed
- C. VESL programs and focus on employment preparation are the trend in all counties visited.
- D. Need programs for older students (50-55) with focus on acculturation instead of employment.
- E. Individual student motivation is a key factor to progress and completion of programs. Welfare programs are seen as a barrier and some believe time limits are needed.
- F. Refugees have special needs that may affect school attendance, i.e. health concerns, child care, and transportation.

VII. Closing/Summation

We have visited large school districts and very small community based organizations. We have found ESL is being taught in a variety of different ways, using traditional and non-traditional teaching methods. Classrooms varied from 15-40 students; some well equipped, and others operating with clearly inadequate supplies. We have found that no matter what the program, the people and organizations are committed to serving refugees.

Perhaps the best summation of our findings from discussion with administrators comes from a public input session in Burlingame: "What is needed is better coordination and networking among service providers, coordination of funding and program goals to get the maximum benefit from the resources within the community."

TEACHING

Reflections and observations on issues that affect teachers (from their perspective) - What teachers are experiencing as they provide ELT to refugees.

1. Class structure causes problems - multi-level, open entry/open exit.
2. Mismatch between student expectations of what teaching should be and teachers' views. "Students have a responsibility to modify their expectations and make an effort to learn in ways that might be unfamiliar to them." How does one mediate between what students say is best for them and what educational research suggests is an appropriate strategy for English language instruction? What if students don't recognize that as valid instruction?
3. What is the goal of ESL for refugees? Pre-employment skills? Job specific skills? Is this ESL or is it employability training? (Very different from more general ESL teaching perspective and particularly from the academic English taught; for example, at a community college level.)
4. Frustration felt by many teachers - "You are asking us to produce employable English speakers in too short a period of time." This is connected to the issue of pre-literate students..will they ever be able to master sufficient English skills that will make them realistically employable in today's job market? A bottom line question needs to be asked - "Is this client capable of performing in the class?" Concern that ELT classes can become a "holding bin" for students who should be in a special needs program or for whom there is no other suitable site. ESL classes become the ever revolving door and dumping ground.
5. Being asked to increase the basic survival and employability skills of our students within a certain period of time is pointless. What is the purpose? This is English Language training in a vacuum. We need to know where and how adult refugee students will use what they are getting in our classrooms. Do we as teachers have enough information about employment and further education options available to refugee students so that we can help them transition successfully?
6. If refugee ESL programs continue to move in direction of getting refugees employment ready, teachers need more contact with job developers and input on exactly what needs to be taught. We need specific information on how to develop materials that facilitate participation in certain areas of skills training. This takes time, research, and resources.

7. We need access to a support mechanism including resource teachers and curriculum developers.
8. How do we motivate adult refugee students? Mandated students lack motivation - how do we motivate them to take entry level jobs? What's next for them? How do we show them the employment/education path that is realistic for them? Is this, should this be our role as teachers? Anecdote: Observation that Southeast Asian, particularly Hmong students in Fresno County, are convinced that they can only learn English in school. Many read, write, and speak Thai fluently as a result of prolonged years in refugee camps. They attribute the difficulty they experience learning English to the nature of the language. They have stated that there is something more complex and confusing about the English language as compared to the Thai language and that this accounts for their prior ability to learn Thai. Perhaps the fact that there was a survival compulsion to master Thai in the camps should be considered? In reality, many southeast Asian refugees don't really need to read, write, and speak English in order to be able to survive in the United States today. A vital, survival, motivational factor is missing.
9. We need more access to resources that are "out there" statewide; and also to good volunteer training programs. It's dangerous to use untrained volunteers, particularly when it comes to choice of material.
10. CASAS - does it place and measure progress for SEA students accurately? Tests are illogical to students, culturally biased. There needs to be a strong link between curriculum that forms basis of instructional program and the assessment that follows. How do we test for learning disabilities?
11. Time limits for participation in ELT classes - most teachers agreed that there should be a limit, but for how long? Two, three, five years - what about the entry level proficiency of a student? How can you generalize? Perhaps develop an individualized time limit for each student after getting a comprehensive assessment from the ESL instructor - "this student should complete this course in _ months." Would this run counter to the benefits experienced with a "kick butt" ESL approach?

Concerns - A brief (subjective) analysis of teaching issues that cause concern to task force members. These include curriculum development, materials, and resource networking and training and inservicing of teachers.

- Particularly concerned by the need for cultural sensitivity. Dangers of using "communicative" teaching methods that students find offensive and uncomfortable. Some teachers mentioned their own desire for more training, none expressed desire for cultural sensitivity training. We are concerned that some teachers are simply not aware that some techniques may be at worst offensive, at best embarrassing to students.
- Very limited opportunities for students to give feedback and evaluation to teachers - cultural barriers to doing this, but there needs to be some kind of mechanism that will allow teachers to hear the students' concerns directly. (Sometimes teachers and administrators were surprised that we made special requests that they facilitate student participation at input sessions).
- Isolation of teachers who work in small programs - exacerbates ESL in a vacuum phenomenon. Teachers can be isolated from other ESL resources but also wider community resources - more difficult to promote integration in this kind of a situation.
- Issue of first language support. Relatively unexplored resource and potential benefits of the role of bilingual aides/teachers. Particularly with literacy students and those with little or no education in their country of origin.
- Lack of access to what networking resources do exist - for example OTAN and America On Line. Consultant for OTAN shared with me a concern she has - that access terminals for OTAN and America On Line are often locked away in administrators' offices and teachers have no idea of what actual access to information on resources they have. All 321 funded institutions are hooked up to OTAN and E mail capability which allows instant contact and information sharing. This needs to be promoted; however, there also needs to be some effort to create a living network of programs that provide English language training to adult refugees with a designated entity responsible for coordinating information sharing.
- Linked to general concern that there is great duplication of effort, both by individual teachers and by programs across the state. Have not yet completed our curriculum review, but at first glance, it is evident that a great many similar "cut and paste" projects have been undertaken by teachers across the state. A lot of time and money could be saved - everyone's "doing their own thing", ELT teachers often end up counseling, referring, troubleshooting, advocating for their students - little time left for curriculum development. There needs to be an integrated network and service delivery system to avoid duplication of effort.

- We are concerned by the fact that a majority of teachers are not compensated for time spent on lesson preparation, curriculum development, or material creation.
- Very concerned about adult refugee students with learning disabilities and mental health problems. How do we incorporate them into a goal oriented, time limited English Language Training program?

Closure

Future work of the task force - further information requests to counties to create a more complete picture of how English language training is provided, funded, and administered.

- Between now and the end of April, we will be compiling and writing up our observations, concerns, and recommendations. Final report to be distributed to all programs we have visited plus all participants in public input sessions. Sign up if you want one! Will include a summary of what we did, county profiles, summary of input sessions, and conclusions and recommendations.

- **Acknowledgement of future realities** - Impending regulation and legislative changes in welfare/GAIN/refugee programs may have more impact than any recommendations we make...

Brief and broad recommendations for future directions in ELT for refugees in the State of California.

On our visits around the state, we have been impressed with the commitment, caring, energy, and resourcefulness of those who assist refugees. We commend the excellence we have encountered and have sought here to draw attention to the issues and concerns which need further investigation and work. It is impossible in the context of this presentation to list all the effective programs, approaches, methodologies, and teachers we have seen. Our emphasis on the areas that need improvement reflects the responsibility we feel to all those who decided to share their perspectives with us. We want their voices to be heard so that meaningful change will substantially include their heartfelt input. Our final report will accurately reflect program and methodology successes, but in closing, we would like to share some general concerns and recommendations the task force has:

- One major recommendation is for integration and coherency - no more ESL in a vacuum but rather coordinated programs that offer structured transition to realistic work and training profiles. Make best use of resources that already exist and promote responsiveness to refugee concerns by mainstream institutions.

- Acknowledgement that attaining self-sufficiency is a long term process for refugees, English language training programs represent one small but vital aspect of what it takes. The systems through which refugees enter English language training programs should acknowledge the reality of what it really takes for refugees to become free of welfare dependency. There needs to be encouragement and support for program development which provides long term and integrated support to refugees as they transition from one phase of work experience and mastery of the English language to the next. It **must** be acknowledged as a long term commitment - not in the sense that students will stay in ELT classes interminably, but rather that providing just enough English language training and support to allow a refugee to enter a minimum wage job is not the end of the story but rather the beginning. If left alone at this point, the refugee English language training program intervention probably just represents a cost shift. When that entry level position comes to an end, the refugee may reappear as a mainstream welfare recipient. A long term commitment does not amount to "carte blanche" permission to stay in ELT programs forever. It realistically acknowledges what it actually takes to attain and maintain self-sufficiency. It implies funding and support for holistic and ongoing services that would work in cooperation with mainstream and expert ELT providers.

-An additional point for ORR with regard to keeping ESL number two on the ORR agenda - we don't want to see it as number two with employment number one; in fact, we don't want to see the two things separated - they are mutually reliant and supportive. We would like to see them interlinked and acknowledged as such. **They must go hand in hand.** You can work without very developed English skills, but you can't realistically attain and maintain self-sufficiency.

SECOND-LANGUAGE TEACHING METHODOLOGIES

Four methods of teaching ESL classes are described below. For convenience, they are labeled methods A,B,C, and D. The methodologies described are from Individual Learning Programs for Limited-English Proficient Students (Sacramento: California State Department of Education, 1984, pp 67-68).

Teaching methods A and B can be described as primarily grammar-based approaches that promote learning forms or structures, whereas methods C and D are more communicative/functional approaches that promote acquisition of language proficiency.

Although the following outline tends to characterize each methodology in the abstract as self-contained and independent of the others, these approaches are rarely implemented in the pure forms. In practice, instructors often draw on over-lapping features of several methodologies and develop their own personalized and, to varying degrees, eclectic approaches.

A. Audolingual

1. Lessons are usually introduced with a conversational dialogue that is expected to be memorized.
2. Linguistic structures are carefully ordered and presented one at a time in small, sequential steps in order to avoid errors.
3. Emphasis is on structured pattern drills in which language is manipulated. Quick responses are elicited, and correct responses are positively reinforced.
4. Grammar is taught inductively with little or no formal explanation.
5. The natural order of acquisition of language skills (listening, speaking, reading, writing) is followed.
6. Vocabulary is limited, and its usage is highly controlled.
7. Much attention is given to achieving nativelike pronunciation and intonation.
8. Since most errors are believed to be caused by interference from the native language, contrastive analysis is used to identify teaching points.
9. The use of the native language is avoided.
10. Language is seen as habit formation. Habits must be overlearned in order to ensure automatic response (stimulus/response).
11. Grammar is based on descriptive linguistic analysis (what the speaker says).
12. Listening and speaking (primary skills) prepare students for reading and writing (secondary skills).

B. Cognitive Code

1. Language is viewed as rule-governed behavior and as a creative process.
2. Grammar is taught deductively.
3. Grammar is based on transformational-generative grammar (what the native speaker knows).
4. The native language and translation are used in order to conceptualize the second language.
5. Errors are a natural part of the language acquisition process and are analyzed to determine their sources. Appropriate remediation follows.
6. Structural pattern drills are used, but all drills must be meaningful. Very little repetition occurs.
7. Students should always understand what they are saying and what they are to do. Materials stress communication and content.
8. Pronunciation exercises are not emphasized; nativelike pronunciation is not possible for most students, nor is it seen as necessary.
9. Reading and writing are not secondary to speaking and listening. Written and oral language are used concurrently.

C. Direct Method

1. Lessons begin with an enacted story, anecdote, or conversational dialogue.
2. Materials are presented orally with actions and visual aids.
3. No use of the mother tongue is allowed.
4. Question-answer is the most prevalent type of exercise.
5. Grammar is taught inductively.
6. Only meaningful exercises are used, with no artificial language manipulation.
7. Material is not highly linguistically controlled or sequenced.
8. Lessons often center on survival language needed for specific situations.

D. Natural Language Acquisition Method

1. Situations or lessons are characterized by:
 - a. A high percentage of "comprehensible input"
 - b. Functional or simulated real-life circumstances
 - c. Students communicating about personal interests, desires, and needs
 - d. A low anxiety context for students
2. Students are grouped by English language comprehension levels.
3. Speech is the product of opportunity plus needs and is allowed to emerge naturally in progressively longer and more complex utterances.

4. The teacher's role is to give students opportunities to acquire functional communicative skills as opposed to teaching them to learn specific language forms in a structurally sequenced continuum of skills (i.e., teaching/learning versus functioning/acquiring).
5. The primary goal is the development of comprehension skills and the communication of messages rather than the mastery of language forms or structures per se.
6. No restriction is placed on students' use of language during lessons.
7. The overt correction of structural errors is believed to have minimal positive impact on language acquisition and is, therefore, avoided. Errors are considered to be developmental and are self-corrected by students on receipt of more comprehensible input.
8. Input is made comprehensible via context (e.g., situational, grammatical, visual, kinesthetic, and tactile).
9. The early and extensive development of a large passive vocabulary and comprehension skills is seen as a prerequisite for taking advantage of more comprehensible input outside the second language class-room and as a prelude to the eventual acquisition of nativelike language forms and structures.

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